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ABSTRACT

This conference, composed of senior administrators and academics, discusses the problems of governance of higher education in Australia. In light of changing demographic factors, a depression in the labor market for graduates, changing social aspirations and the emphasis on life-long education, the attitude of the colleges will have to change, and a new governance model that allows for dynamic change and development across the total educational spectrum will have to be developed. Papers presented explore such problems. Reexamined are Commonwealth/State relations in advanced education, the roles of the Commission on Advanced Education, the State Co-ordinating Authorities and the Colleges themselves, and the governance of the Australian colleges of advanced education. Provided is a framework of current trends and issues in governance. (Author/KE)

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PREFACE

This volume incorporates the papers prepared for the conference on "Governance of the Australian Colleges of Advanced Education" conducted at the Darling Downs Institute of Advanced Education, Toowoomba, in May, 1975. This was one of the continuing series of conferences, conducted by the Institute's Department of Educational Practices and Extension, on current issues of fundamental importance in Australian education.

The papers have all been included in their original, unabridged versions, and therefore a certain degree of repetition is evident. However the fact that some points have been made more than once demonstrates the existence of clearly identifiable issues in advanced education; issues that have not to date been seen as proper subjects for academic and public debate.

The conference recorded in this volume was conducted on the eve of the announcement by the Prime Minister of Australia, the Hon. E. G. Whitlam, that the Commission on Advanced Education and the Australian Universities Commission will be combined to form a single commission for tertiary education in Australia. In the light of the Prime Minister's announcement this volume may provide a basis not only for an appraisal of the past but also for possible lines of development for the future.

Peter R. Chippendale,
Conference Director.

June, 1975.

INTRODUCTION

The development of the college sector of advanced education in Australia was rapid and inevitable. However, the colleges were begat in haste, the product of a fleeting and tenuous relationship between federal finance and State bureaucracies. Like all children of chance, the colleges lacked an identity and were initially unwanted by the powerful, frowned upon by the elite and ignored by the masses. Although their parents could not suppress their physical growth, they controlled this offspring by distinguishing it from its siblings, sheltering it from the environment in which it lived, selecting its diet and choosing its friends.

However, the family was not a happy one. The State bureaucracies eventually left the home, promising to retain the maternal responsibility for the colleges by looking after their morals and behaviour in return for large alimony payments.

Naturally, the children were confused — to whom did they look for the discipline and direction they had grown accustomed to? How were they to cope with the demands of the community who supported them? How were they to relate to their siblings particularly the older brother called University and the younger sister called TAFE? To which parent were they to give their loyalty — the one which handed out the pocket money or the one which washed their faces? Or should they assert a new independence now they were growing older?

Such problems must be resolved if the colleges are to develop into purposeful, healthy and balanced adults. It was the purpose of this conference to review the growth of the colleges over the past decade, discern and analyse some of the present problems facing the colleges and suggest some guidelines for change.

The conference was important as it represented one of the few occasions where senior administrators and academics actively engaged in the governance of the college sector came together to express their viewpoints. In the past, we have relied too heavily on departmental officers who once knew the colleges in their initial period of development, and unfortunately still think they do so, to advise governments on policy matters on the basis of intuition and often outdated personal experience of the college sector.

Such officers have been sheltered from the necessity of defending such views in public debate which may go part way to explain the comment by Dr. Harman and Dr. Selby-Smith on page 118 of this report, that:

"It is a matter of concern how few of the problems of colleges of advanced education governance we have identified have been adequately discussed in public."

The problems of the governance of higher education cannot be viewed in a vacuum. The colleges have undergone a period of rapid change. In order to place this change in perspective and to assist readers who have little knowledge of past developments, I have listed chronologically below the major legislative changes that have occurred over the past decade.

1965 The Victoria Institute of Colleges was established in Victoria to co-ordinate the activities of the Colleges of Advanced Education in that State. From that time all other States subsequently established co-ordinating boards.

1969 The Sweeny Report recommended that college academic salary scales should be tied to university salary scales.

1969 The Wiltshire Committee investigated awards in Australian Colleges of Advanced Education.

1971 The Australian Council on Awards in Advanced Education was established.

1971 The Australian Commission on Advanced Education replaced the Commonwealth Advisory Commission on Advanced Education.

1973 The Australian Government established the remuneration Tribunal by statute of the Commonwealth with the function of determining the salary and salary range for the several grades of academic staff within universities and colleges of advanced education.

1973 The Australian Government financed teachers' colleges and brought them into the ambit of control of the Commission on Advanced Education.

1973 Australian Government funded private teachers' colleges.

1974 The Australian Government abandoned Section 96 Matching Grants and takes over complete control of the financing of tertiary education.

1974 Commonwealth Tertiary Assistance Scheme introduced, replacing Commonwealth Advanced Education Scholarships.

1974 Abolition of tuition fees for universities and colleges of advanced education.

It is not simply the legislative changes that are important to the development of a more suitable governance model for higher education as account must be taken of the underlying changes in the nature and philosophy of education which are now challenging our traditional values.

The Faure Report published by UNESCO in 1972 argued that "every individual must be in a position to keep learning throughout his life. The idea of life long education is the key concept of a learning society." The existing governance model superimposed on higher education militates against this concept as the development of a multiplicity of federal commissions in education over the past three years, which replicate the State education departments directoral structures, have accelerated the trend to the compartmentalisation of the educational process. Such a trend may be reinforced by existing educational traditions, political commitments and the demands of administrative and academic staff presently in higher education.

As the college sector has in the past gained the majority of its students from full-time school leavers, the growth of the colleges has been dependent upon keeping students on the upward educational escalator. In light of changing demographic factors, a depression in the labour market for graduates, changing social aspirations and the emphasis on life long education, the attitude of the colleges will have to change, and a new governance model which allows for dynamic change and development across the total educational spectrum will have to be developed.

The papers presented at this conference explored such problems. The conference attempted to re-examine Commonwealth/State relations in advanced education, to re-assess the roles of the Commission on Advanced Education, the State Co-ordinating Authorities and the Colleges themselves, and to reconsider the ways in which these various authorities relate to each other in the governance of the Australian colleges of advanced education. These matters are explored in some depth in the papers by the writer, the Hon. H. G. Hudson, Minister of Education for South Australia, Dr. E. S. Swinbourne, Acting Deputy Chairman of the Commission on Advanced Education, Mr. B. Durston, Chief Executive Officer of the Teacher Education Authority in Western Australia, Dr. H. S. Houston, Assistant Principal of the Canberra College of Advanced Education, and Mr. D. Morrison, First Assistant Secretary, Policy Division, Australian Department of Education.

These papers provided a framework for those which follow on current trends and issues in the governance of higher education by Dr. G. S. Harman and Dr. C. Selby-Smith of the Australian National University and Mr. E. R. Treyvaud, Registrar of the Darling Downs Institute of Advanced Education. The second paper by the writer suggests a new governance model for higher education in Australia.

The volume concludes with the four papers which were prepared for pre-conference reading and for inclusion in this record. They reflect a range of interests in the problems of governance from Mr. J. A. O'Shea's treatment of a framework for consideration of governance to Dr. T. M. Sabine's outline of the organisation of tertiary education in Australia, through Mr. R. Burnet's on governance in a small mono-discipline college to the paper by Miss Paula Wilkes and Mr. P. R. Chippendale on the potential power of the Commonwealth in the governance of advanced education.

It is almost ten years since colleges of advanced education have been established in Australia. They have experienced a rapid rate of growth in both size and number. However, such growth has been unco-ordinated and often financial and political expediency has outweighed any consideration of developing a viable and balanced system of education which was flexible enough to cater for the needs of the students, industry and society in general. In a time when the economy is in disequilibrium, where established political and social values are being questioned and where the public sector is becoming more accountable for its actions, the colleges must reappraise their situation.

In undertaking such a reappraisal and proposing models for change, a number of challenges face the college sector both individually and collectively if they are to adapt to changing circumstances. The challenge of comparison, of efficiency and accountability, of the labour market, of centralism, of vocationalism, of life-long education and changing community needs must be faced and solutions found.

L. J. BARKER,
Director,
Darling Downs Institute of
Advanced Education.

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1. ADVANCED EDUCATION IN AUSTRALIA — THE EXISTING FRAMEWORK

L. J. Barker

1. TERTIARY EDUCATION and THE AUSTRALIAN CONSTITUTION

This paper describes the existing structure of governance of higher education in Australia. Basically, a three tier structure has gradually evolved, consisting of the Federal and State agencies, and the individual institutions. The present structure is a reflection of the confused constitutional interrelationships that exist between the State and Federal Government and the ad hoc and unco-ordinated development of State boards and commissions.

The Commonwealth of Australia is a federation of six States and two Territories. Prior to the proclamation of the Australian Constitution in 1901, the States had been granted self government under a series of Constitution Acts dating from 1851 by the parliament of Great Britain. In drawing up the Australian Constitution the States transferred some of the legislative, judicial and arbitral authorities to the Commonwealth, but retained their individual constitutions which were subject to the instrument of federation.

Power over education was not transferred to the federal government at the time of federation. Consequently such power resides

with the six State governments with the Federal government holding the authority over education in the two Territories.

Despite such constitutional limitations the Federal Government has been active in the field of post-secondary education. Its incursion into this traditional States area commenced with the introduction of Commonwealth university scholarships in 1945 and was given impetus by the provision of capital and operating incomes for the universities in 1951, the colleges of advanced education in 1965 and the teachers colleges in 1967. In 1974 the Federal Government took over the complete financing of the tertiary sector of education, abolished all fees and provided means tested tertiary allowances for all full-time students.

Simultaneously with this accelerating level of financial involvement the Federal Government established in 1969 a ministry of education and a series of commissions to monitor the performance of the States and individual institutions in this area. A schematic representation of the interrelationships between the governments and their agencies is shown in Diagram 1.1.

The development was made possible by the Federal Government's use of other sections of the Australian Constitution which directly impinge on the autonomy of the State Government in the area of education. Specifically the sections of the constitution are Section 51 (XXIIIA), Section 81 and Section 96. These sections state:

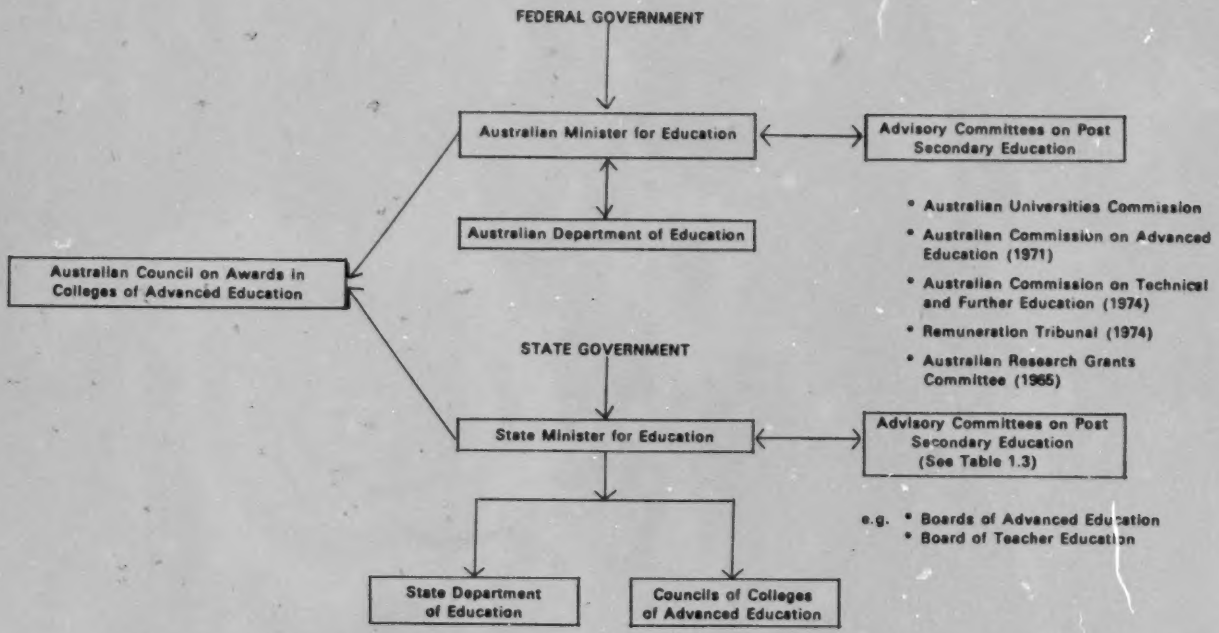
Section 51
The Parliament shall, subject to this constitution, have power to make laws for the peace, order and good governance of the Federal Government with respect to —

Section (XXIIIA)
The provision of maternity allowances, widows' pensions, child endowment, unemployment, pharmaceutical, sickness and hospital benefits, medical and dental services (but not so as to authorise any form of civil conscription), **benefits to students** and family allowances.

Section 81
All revenues or moneys raised or received by the Executive Government of the Commonwealth shall form one Consolidated Revenue Fund, to be appropriated for the purposes of the Commonwealth in the manner and subject to the charges and liabilities imposed by this Constitution.

Section 96
During a period of ten years after the establishment of the

DIAGRAM 1.1


FEDERAL GOVERNMENT
Australian Minister for Education
Advisory Committees on Post Secondary Education
Australian Department of Education
Australian Council on Awards in Colleges of Advanced Education
• Australian Universities Commission
• Australian Commission on Advanced Education (1971)
• Australian Commission on Technical and Further Education (1974)
• Remuneration Tribunal (1974)
• Australian Research Grants Committee (1965)
STATE GOVERNMENT
State Minister for Education
Advisory Committees on Post Secondary Education (See Table 1.3)
e.g. • Boards of Advanced Education
• Board of Teacher Education
State Department of Education
Councils of Colleges of Advanced Education

Commonwealth and thereafter until the Parliament otherwise provides, the Parliament may grant financial assistance to any State on such terms and conditions as the Parliament thinks fit. Together, these sections have had, and will continue to have a profound effect on Australian Tertiary Education. Their individual effects may be summarised as follows:—

(a) **Section 81.** Section 81 in its broadest interpretation would mean that the Commonwealth could appropriate monies for anything it construed as being a "purpose of the Commonwealth." This could include education. In 1945, the High Court in a majority decision did not support this interpretation and the Commonwealth was forced to a referendum in order to provide a constitutional basis for a programme of social services legislation. This interpretation resulted in an amendment to Section 51 of the Constitution.

(b) **Section 51 (XXIIIA).** This section was first invoked in 1945 in the field of tertiary education by the Federal Government in order to provide a limited number of Commonwealth University Scholarships to selected students. Such scholarships were awarded on the basis of the academic merit. In 1974 these scholarships were replaced by the Commonwealth Tertiary Allowance Scheme which provided non-bonded means tested grants to students attending universities, colleges of advanced education, teachers colleges and senior technical colleges.

In addition to these allowances, the Federal Government has provided specific grants for disadvantaged groups wishing to enter tertiary education through the Needy Student Scheme, aboriginals scholarships and national retraining schemes. More liberal scholarships are provided where there existed a deficiency in the supply of skilled personnel such as pre-school teaching. A concentrated effort has been made to encourage by student assistance postgraduate studies.

Such developments have reduced the necessity for the State Governments to provide student assistance, particularly in the areas of teacher education. This would not have been possible if section 51 (XXIIIA) of the Australian Constitution had not been amended by referendum in 1946. Such amendments are rare because to be successful they require a referendum to be held of all Australian voters and the referendum to be assented to by an overall majority of voters in all States and by a majority of voters in four of the six States.

The amendment was known as the "1946 Social Services Amendment" and included the provision to allow the Commonwealth

to give benefits to students. It has since been argued that this phrase could give the Federal Government complete control over the field of education.

Section 51 (XXIIIA) has been the subject of one High Court challenge which was not concerned with education. However, the term 'benefits' was examined in some detail. Tannock and Birch summarised this part of the judgement as follows:—

> "Broad interpretation was given the word, as is evident from McTiernan's definition of benefits which included 'pecuniary aid, service, attendance or commodity.' This same judge also echoed others in affirming that the powers contained in this placitum were plenary. Mr. Justice Williams asserted that 'the new paragraph is plenary in its fullest sense, and must . . . be given a wide and liberal interpretation.' His colleague Dixon, a future Chief Justice, stated that 'benefits' is a term 'covering provisions made to meet needs arising . . . from particular situations or pursuits such as that of a student whether the provision takes the form of money payments or the supply of things or services.' Dixon reinforced the breadth of interpretation and scope for Commonwealth initiative which were contained in Sections 51 (XXIIIA) by quoting Mr. Justice O'Connor's dictum in the High Court of 1909:
>
> > "It is a fundamental principle of the Constitution that everything necessary to the exercise of power is included in the grant of that power. Everything necessary to the effective exercise of a power of legislation must, therefore, be taken to be confirmed by the Constitution with that power." (1).

In the light of the High Court statements it would therefore appear that the Federal Government had adequate power to legislate with respect to any aspect of education. Whether or not it will choose to do so is another matter. The Liberal-Country Parties are reluctant to interfere with State autonomy in the "residual powers areas," and the Labour Party, although centralist in its general philosophy and particularly with regard to social services, may not be as committed to use education as an agent of social reform as it might once have been. It is doubtful whether education can be used as an effective instrument of social change. In this respect Segall and Fitzgerald voice what seems to be a growing body of opinion when they comment:

> "Loss of faith in the power of the schools to remove social inequalities or in the power of money to improve the

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educational process, has resulted in some scepticism about the usefulness of increasing school expenditure. But these arguments carry less weight where increased expenditure is directed towards reducing existing inequalities in school facilities. The principle of equity can therefore be used to determine some part of increased expenditure, but it does not assist in deciding what the total level of resources devoted to schooling should be, nor how these may be used most effectively to achieve desired ends." (2).

(c) **Section 96.** The principal way in which the Federal Government has usurped the constitutional perogatives of the State Governments has been through the use of provisions of Section 96 of the Australian Constitution. The Federal Government, through its exclusive right to collect income taxation from both individuals and companies, and its control over customs and excise revenue, has almost complete control over the taxation income and consequently public revenue of Australia. It distributes part of this income back to the States in the form of general revenue grants, special revenue grants to the weaker States and specific revenue grants.

The Federal Government has used specific purpose grants in the field of post-secondary education through a series of State grants acts. A condition imposed on the recipient States is that they must apply such grants in accordance with the terms and procedures laid down by the Federal Government.

In tertiary education specific purpose grants were provided on a matching basis until 1974. For every one dollar of capital funds provided by the Federal Government for capital works, the States had to provide from general revenue an additional dollar. For operating recurrent finance the States had to provide $1.85 for every dollar of the Commonwealth. The use of this matching formulae produced a number of anomalies.

(i) As the State Governments were required to provide matching grants from general revenue the amount of expenditure a particular State was prepared to provide was dependent upon the State's general level of resources and the priority given by the State to tertiary education in relation to its total priorities. As States placed different emphasis on this component of expenditure, and as the development of the college sector prior to the provision of matching grants differed greatly from State to State, disparities in the financial resources allocated to this sector on a State basis occurred.

(ii) The differential matching formulae of $1.00 Federal to

$1.00 State for capital works and $1.00 to $1.85 for recurrent expenditure led to a divorce between the two sources of funds when planning was considered. Evidence suggests that most States were prepared to provide more adequately for capital than recurrent funds. In the 1970-72 triennium, while the shortages of recurrent funds led some colleges to enter into overdraft, no State completed its proposed capital programme.

(iii) The refusal of the Federal Government to provide matching grants for cost and salary increases apart from academic salaries and National Wage adjustments, has led to unwarranted pressures. The rapid increase in the rates of pay for non-academic staff has discouraged the appointment of such staff and reduced the amount of funds available for operating expenses such as class materials, staff extension and administrative overheads.

(iv) The differential level and structure of fees that existed between colleges — as fee income constituted part of the State's matching contribution — there was pressure to continually increase fees.

(v) The arbitary division between tertiary or approved courses and non-tertiary courses for funding purposes has led to an artificial divorce within the college sector between these areas of activity. In Queensland sub-tertiary courses have received recurrent grants from the State Government but capital funds have not been available.

The colleges have had two masters — the Federal Government and the State Government. Both provided funds but neither assumed total responsibility. As a result, institutional finance was distributed on an ad hoc basis and governments were mainly concerned with the stewardship or audit functions of finance.

In 1974 the matching grants scheme was abandoned and the Federal Government assumed complete responsibility for financing tertiary education in the universities, teachers colleges and colleges of advanced education. State treasuries and education ministries were no longer directly involved in determining the amount and distribution of funds between the tertiary institutions. In effect tertiary education was removed to a large degree from the State political arena.

The provisions of Section 96 do not preclude the States from taking unilateral action in tertiary education providing that they are prepared to finance such action from general revenue. As

the States have an extremely limited taxation base it is doubtful whether they will assume any direct control over this area in the future.

In summary, therefore, it appears that Section 81 cannot be applied to education and there is no evidence to suggest that any Australian Government will invoke Section 51 (XXIIIA). It may therefore be assumed that Australian tertiary education will remain a nominal State responsibility funded by the Federal Government through specific purpose grants under Section 96 of the Constitution.

As a result of the lack of clarity in the constitutional provisions relating to higher education responsibility has become diffused between the State and Commonwealth Governments. There exists a lack of role definition between the governments and the many agencies these governments have established to advise them on higher education.

2. THE FEDERAL GOVERNMENT AND THE COLLEGES OF ADVANCED EDUCATION

In tertiary education the activities of the Federal Government to date have been concentrated into three areas — legislation, Federal-States agreements, and reports. In outline the present position is:—

(a) Acts
  (i) The Commission on Advanced Education Act 1971-1973.
  (ii) The various States Grants (Advanced Education) Acts, especially No. 33 of 1967.
  (iii) The Remuneration Tribunals Act 1974.

(b) Agreements
  There has been only one Federal-States agreement to date and that has been that associated with national accreditation. The result has been the establishment of the Australian Council on Awards in Advanced Education.

(c) Commissions and Committees of Inquiry.

  The Federal Government has sponsored a whole series of reports including the series of Commission on Advanced Education reports, special reports on Salaries and Awards in the Colleges, and others of importance but somewhat less concerned with the direct operation of the Colleges. Two major reports fall into this latter category. They are the

Report on the Open University and the Report on Technical and Further Education in Australia.

An Overview of Federal Government Legislation

(a) **The Commission on Advanced Education Act 1971-73.** In 1965 the Commonwealth Advisory Committee on Advanced Education was established as a partial response to the recommendations of the Martin Report.

Basically the Committee was required to recommend to the Commonwealth grants of funds to Colleges on a matching basis with the States. Further development of the Commonwealth role in tertiary education led to the establishment of the Commission on Advanced Education in 1972 as a statutory authority which thereby superceded the existing Advisory Committee. In the establishment legislation the functions of the Commission were set out, together with the manner of performance of these functions. The Act states:

> "13. The functions of the Commission are to furnish information and advice to the Minister on matters in connexion with the grant by the Commonwealth of financial assistance to institutions in a Territory providing advanced education and of financial assistance to the States in relation to institutions providing advanced education, including information and advice relevant to —
>
> (a) the necessity for financial assistance and the conditions upon which any financial assistance should be granted; and
>
> (b) the amount and allocation of financial assistance.
>
> 14. (1) The Commission shall perform its functions with a view to promoting the balanced development of the provision of advanced education in Australia so that the resources of the institutions providing advanced education can be used to the great possible advantage of Australia.
>
> (2) For the purpose of the performance of its functions, the Commission shall consult with institutions providing advanced education, with the Australian Universities Commission and with the States upon the matters on which it is empowered to furnish information and advice and may consult with such other persons, bodies and authorities as it thinks proper upon those matters."

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A literal interpretation of Section 13 would give the impression that the functions of the Commission are exclusively financial. But, it must be remembered this Act operates under Section 96 of the Constitution and in recommending specific purpose grants the Commission can simultaneously exercise any degree of control that it chooses (subject to political concurrence) over the States and the Colleges through the imposition of conditions through the States Grants Acts.

(b) **The States Grants (Advanced Education) Acts.** There have been a series of these Acts commencing in 1965; however, the basic foundations for the present Act were set out in 1967 Act (3) which gave effect to the first recommendations of the then Commonwealth Advisory Committee on Advanced Education. Section 5-(1) which deals with approvals in respect of courses, projects and library materials, gave the Minister wide ranging powers.

It states:

"For the purposes of this Act, the Minister may —

(a) approve courses of study and proposed courses of study in respect of a College of Advanced Education;

(b) approve, in respect of a College of Advanced Education specified in the Second Schedule, particulars of a project specified in the second column of that Schedule;

(c) approve, in respect of a College of Advanced Education specified in the Second Schedule, projects additional to those specified in that Schedule, being projects consisting of the purchase of land with or without buildings, and approve particulars, including the estimated cost, of each project so approved; and

(d) approve, in respect of a College of Advanced Education, proposed library material.

and may revoke or vary any such approval."

Again it should be pointed out that the States could operate tertiary education without the Federal grants, but because of their limited tax powers, this course of action is not practicable. Since as from January 1st, 1974, the States have provided no funds for advanced education even the implied check to the Federal Government financial authority of unilateral State action has been removed.

An illustration of the expanding Federal role is contained in the 1974 Act which lists a series of special purpose grants additional to the recurrent and capital grants which are also only applicable to "approved projects" 4 or "college purposes" 5. Twelve categories of special grants are listed, some are merely administrative adjustments but a series of special course grants are also listed that constitute a further deep intrusion into a traditional State responsibility. Such grants include:

Grants for a course in social work.

Grants for special education courses.

Grants for colleges conducting pre-school teacher courses.

Grants for post-graduate diploma courses in recreation leadership.

Grants for associate diploma courses in recreation leadership.

(c) **The Remuneration Tribunals Act 1974.** Under this Act has been established an Academic Salaries Tribunal which presented its first review in 1974. The functions of the tribunal as set out in the Act are:

(a) To inquire into, and determine, the salaries to be paid to the academic staff of institutions of tertiary education established by the laws of Australia and of the Territories; and

(b) to inquire into, and report to the Minister on—

(i) the rates of salaries, in relation to the academic staff of institutions of tertiary education in the States or of institutions of tertiary education in the Territories other than institutions referred to in paragraph (a), that should be used as a basis for making grants in respect of recurrent expenditure in connexion with those institutions; and

(ii) the dates as from which those rates of salaries should be so used.

The functions are written so that payments can be made under Section 96 of the Constitution and therefore nominal State acceptance is necessary. It is difficult to imagine a State not accepting a direct grant made to remunerate academic staff and therefore in effect the Federal Government and its agencies have assumed a direct control over the largest single element of recurrent expenditure in institutions of tertiary education.

(d) **The Australian Council on Awards in Advanced Education.** As advanced education developed across the States it became evident that the widely varying terminology that emerged as States and individuals sought to express a degree of uniqueness or to respond to purely local problems was likely to introduce serious potential future difficulties. Some standardisation of course levels and awards nomenclature was necessary and a Committee of Enquiry as a result into Awards in Colleges of Advanced Education chaired by Mr. F. M. Wiltshire, was established in 1968. This Committee in due course made a series of recommendations on course levels, nomenclature, and accreditation, virtually none of which were finally accepted in anything more than the broadest conceptual form. Finally in May 1971 after much discussion, the Federal and State Ministers for Education reached agreement on the establishment of the Australian Council on Awards in Advanced Education.

The Council as it is presently constituted is jointly responsible to the Federal and State Ministers and is a typical example of State-Federal compromise in which the Council keeps a national overview, but action is left with the States. It should be pointed out that the agreement was reached under a Federalist Commonwealth Government.

The Council's functions include:—

"Section I —

By consultation with and advice to State and Commonwealth accrediting agencies, the Council shall:

(a) seek to promote consistency in the nomenclature used for awards in advanced education;

(b) assist in the development of meaningful relationships between courses and their associated awards.

Section IV (e)

Enter an award in the Register on the certification by an authorised agency that the agency has assessed the course and accredited the award; save that, after its own consideration of the submission, the Council may refer the request back to the agency who made the request for further consideration in the light of the guidelines issued by the Council. If, after such reconsideration, the agency reaffirms its accreditation, the Council shall enter the award in the Register.

Section IV (h) 22

Issue a certificate to a college which provides a course which the Council has entered in the Register, authorising that College to publish this information."

Even a cursory examination of these functions indicates that the Council is virtually powerless because:

(i) It has a broad reference point and is responsible to the seven Ministers of Education (six State and one Federal) jointly. The membership of the Council reflects this responsibility, as it includes two members from each State and the A.C.T. plus a Chairman nominated by joint agreement by the seven Ministers.

(ii) The Council operates independently of the funding authority — the Commission on Advanced Education — which has the power to "approve" courses for funding purposes.

(iii) The Council may receive requests that an award be entered in the Register by the agency authorised by the Minister responsible for education in each State and Territory. The Council may refer the request back to the agency for further consideration but, if the agency reaffirms its accreditation, the Council **shall** enter the award in the Register.

Its only real contribution to date has been to attempt to promote some consistency in the nomenclature used for awards in advanced education.

3. THE STATE AGENCIES

Each of the States has set up one or more authorities to advise on and co-ordinate tertiary education. The functions, powers and duties assigned to the authorities vary widely and range from the Victoria Institute of Colleges and State Colleges which are similar in many respects to the multi-campus institutions of North America, to the Queensland Board of Advanced Education, which apart from some provisions designed to ensure an overriding State Government control, is basically a co-ordinating board. The co-ordinating structures for post-secondary education in the States are set out in Table 1.2. A comparison of the major features of the State legislation under which the State Boards related directly to Advanced Education were constituted are listed in Table 1.3. The State College of Victoria is not included as its functions are similar in most respects to those listed for the Victoria Institute of Colleges. A comparison of the States Acts

reveals that although the formats might differ, there are many areas of commonality. They include:

(a) **Co-ordination.** Each authority is given a co-ordinating function with respect to the individual colleges. Generally, the authorities are required to ensure that courses, consistent with the needs of the State are provided and that the most effective and rational use of resources available for advanced education is made. One major difficulty is that the term co-ordination is not defined in any Act. The Oxford Dictionary defines the word as "Make co-ordinate; bring (parts) into proper relation." (6). Unfortunately such a definition is difficult to reconcile with the content within which the word is used and it does in fact, by implication, confer wide powers on the State Authorities wherever it is used.

For example, Section 26 (1) of the Victoria Institute of Colleges Act makes the bald statement that the Council of the Institute shall: "co-ordinate the activities of the affiliated colleges in the field of tertiary education." (7). The interpretations of a legal provision such as this are infinite. Infinite possibilities they are agents of confusion and the outcomes may be exactly the opposite to the intentions.

(b) **Planning.** The authorities are all charged with the responsibility of fostering the development of advanced education in their State. Advising on the establishment of new institutions is seen as a primary responsibility. This of course is to be expected since many regions see an institution of advanced education as a highly desirable addition to the area from both a social and commercial point of view. As would be expected, no policy guidelines other than in the broadest terms are written into the Acts and each authority has developed its own planning style and policies. It is clearly an area where national policy guidelines must be established.

(c) **Finance.** The authorities are required to exercise a considerable degree of financial control over the colleges. The wording of the various Acts is highly variable, but in each case budgetary control down to a line item basis is possible. The Queensland Act is quite specific in the approvals that the Colleges are required to obtain from the Board of Advanced Education. Other States may be anything but specific. For example, one section of the N.S.W. Act (6 (1) (b)), when referring to the functions and powers of the Advanced Education Board, states:

> "to take such steps as it thinks fit to ensure that consistent with sound educational practice the greatest effectiveness and economy in expenditure by institutions or bodies (in-

TABLE 1.2

STATE MINISTRY	NEW SOUTH WALES	VICTORIA	QUEENSLAND	SOUTH AUSTRALIA	WESTERN AUSTRALIA	TASMANIA
State Tertiary Co-ordinating Boards (c)	Higher Education Authority	Advisory Council on Tertiary Education (b)	—	—	Tertiary Education Commission (1970)	—
State Boards of Advanced Education	Advanced Education Board (1969)	Victoria Institute of Colleges (1965)	Board of Advanced Education (1970)	Board of Advanced Education (1972)	—	Council on Advanced Education (1968)
State Boards of Teacher Education (a)	—	Senate of State College of Victoria (1973)	—	—	Council of Teacher Education Authority (1974)	—
State Planning and Research Authorities	—	—	—	Council for Educational Planning and Research	—	—

(a) Includes those Boards holding financial powers only (therefore excludes Queensland Board of Teacher Education).

(b) Has been recently reconstituted.

(c) Advise on University as well as Advanced Education Colleges.

TABLE 1.2 cont'd.

	QLD. B.A.E.	N.S.W. A.E.B.	VIC. V.I.C.	S.A. B.A.E.	W.A. T.E.C.	TAS. C.A.E.
Research	Foster research into matters relevant to the development and improvement of advanced education by such means as it thinks fit	Foster research into matters relevant to the development and improvement of tertiary education by such means as it thinks fit N.B. A Higher Education Authority has been set up to promote a beneficial and effective relationship between universities and CAE's and to promote consistency between recommendations made to the Minister by the A.E.B. and the Universities Board	Surveys and investigations on development of tertiary education (other than in universities).	Promote or foster research into problems of advanced education. To encourage research, recommend in appropriate cases the award of scholarships and fellowships. Financial assistance to institutions conducting or promoting such research	Promote and undertake research into needs and problems of tertiary education	— N.B. The Tasmanian Council of Advanced Education controls the Tasmanian College of Advanced Education directly

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TABLE 1.3

	QLD. B.A.E	N.S.W. A.E.B.	VIC. V.I.C.	S.A. B.A.E.	W.A. T.E.C.	TAS. C.A.E.
	Established under Education Act, 1964-1973, Part VIIA Div. I	Colleges of Advanced Education Bill 1975	Established under Victoria Institute of Colleges Act 1965-1973	Established under South Australian Board of Advanced Education Act, 1972	Established under Western Australian Tertiary Education Commission Act, 1970	Established under Advanced Education Act, 1968-1972
Accreditation	Accrediting authority for awards offered by CAE's	Report and recommend to Minister re nomenclature of academic award to be conferred in respect of any advanced education course	Awards degrees, diplomas and other awards to students reaching approved standards in approved courses	Accredits courses offered by colleges. Maintains register of accredited courses. May require submission of courses for accreditation	Determine minimum criteria for new awards and accredit these	Awards diplomas, certificates and other awards to persons who have taken courses of advanced education provided under the Act
Financial	Report and recommend to Minister on — - capital and recurrent programmes - expenditure on capital projects Approve annual budgets and plans, specifications and estimates for capital projects	Report and recommend to Minister re — - granting or allocation of financial assistance to CAE's - scale of fees to be charged by CAE's Ensure effectiveness and economy of expenditure by CAE's	Make annual recommendation to Governor in Council on financial estimates of affiliated colleges	Receive and review submissions from colleges, and recommend to Minister on — (a) apportionment or re-apportionment of monies for advanced education (b) conditions for any grant of monies (c) any other matters relevant to administration of finance	Review and recommend to the Minister on financial support for triennial programmes and to consider requests for variation of these and make recommendation thereon to the appropriate Commonwealth or State authority	Maintains premises at Colleges, erects and alters buildings, provides equipment, furniture and other property
Staff — appointment terms and conditions	Report and recommend to Minister on salaries and conditions of employment for staff	Determine the academic staff establishment for each college of advanced education	Make recommendations to governing bodies of colleges re appointment of principals. From time to time, after consultation with governing bodies of colleges determine staffing establishment	Recommend to Minister re conditions of appointment and salaries of staff in CAE's	Consider and recommend to institutions on terms and conditions of employment of staff	Provides staff

TABLE 1.3 cont'd.

	QLD. B.A.E.	N.S.W. A.E.B.	VIC. V.I.C.	S.A. B.A.E.	W.A. T.E.C.	TAS. C.A.E.
Co-ordination	Co-ordinating function with respect to fields of study in CAE's. Confer and collaborate with Commonwealth and State authorities concerned with advanced education	Ensure co-ordination of advice to Minister on matters related to advanced education courses. Co-ordinate all requests or submissions for Commonwealth or State financial assistance by CAE's to the Minister, and, if requested, review these. Confer and collaborate with Commonwealth and State authorities concerned with advanced education	Arrange transfers of students between affiliated colleges. Arrange for mutual recognition of work completed by universities and colleges. Co-ordinate activities of affiliated colleges in tertiary education	Co-ordination of advanced education in S.A. Collaboration with governing bodies and principals of CAE's - with A.C.A.E. - with A.C.A.A.E. - with any other State or Commonwealth body with which collaboration is desirable	Consider proposals for new courses, and recommend to institutions with regard to rationalisation of resources. Co-ordinate criteria for entrance to institutions. Encourage and promote co-ordination between tertiary institutions. Confer and collaborate with Commonwealth and State authorities concerned with tertiary institutions	Co-operation with boards in Tasmania providing co-ordination other than under this Act with a view to promoting proper co-ordination of advanced education
Future Planning	Report and recommend to Minister re developments in advanced education to meet Queensland's needs	Report and recommend to Minister re — - establishment of CAE's - approval of courses - fields of studies in which CAE's may offer courses - new developments in advanced education	Foster establishment, development and improvement of institutions offering tertiary education, and of tertiary education, other than in universities	Promotion and development of advanced education. Of its own motion, or at the request of the Minister, investigate any proposed extension, amalgamation, division or subdivision of CAE's and the feasibility of establishing further CAE's	Future planning, including recommendations to the Minister on sites for new institutions	—

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cluding those forming part of any Government Department) that provide advanced education courses is achieved." (8).

The nett result across all States is the possibility of very detailed financial control.

(d) **Staff Appointment Terms and Conditions.** This area is highly variable across the States. The Advanced Education Board in N.S.W. and Victoria Institute of Colleges may determine staff establishments but terms and conditions of employment are outside their powers. In N.S.W. this is vested in the Public Service Board and in Victoria no mention is made in the Act. In practice, however, they are determined by the State on the recommendation of the Victoria Institute of Colleges. Queensland and South Australia both provide that the board shall: "Report and recommend to the Minister on salaries and conditions of employment for staff." This is a vague wording because if staff is used in the sense of each individual member of staff then the section can be used to control establishment. If staff is interpreted to mean categories of staff, then establishment is a matter for the Colleges to determine although they are still constrained by the budget approval requirements.

(e) **Accreditation.** All State authorities have the power to accredit courses, although in the case of Victoria and Tasmania, students are actually studying for an authority award rather than for a college award accredited by the authority. The authorities have all adopted a somewhat similar approach involving the establishment of accrediting committees with a membership that confers creditibility.

(f) **Research.** The authorities are supposed to foster research, basically into problems associated with advanced education. With the exception of some activity in Victoria, little has been done.

4. FEDERAL AND STATE LEGISLATION — A COMPARISON

The documents discussed leave no doubt that the Federal Government has all the power it needs, and that the machinery is in being to dispense with the States entirely so far as tertiary education in Australia is concerned. This is clearly shown by a comparison of State legislation concerned with State co-ordinating agencies, and the Federal legislation establishing the Commission on Advanced Education. Although their powers are concurrent

the Commission is the superior board for financial reasons, if not legislative.

In the three basic areas of Co-ordination, Planning and Finance a comparison reveals that the States have, in reality, little power:

(a) **Co-ordination.** The State Boards are all required to exercise a co-ordinating function and so is the Commission on Advanced Education. In fact, the wording of the Federal Act with respect to the performance of the functions of the Commission is such that it encompasses all of the similar sections in the State Acts. This section (14-(1)), quoted in full on page 13, is just as vague as the State Acts using terms such as "balanced development" and "provision of advanced education," the latter incidentally being defined in the Federal Act as ". . . education at the tertiary level of the kind provided at Colleges of Advanced Education." (9). Balanced development requires co-ordination. Co-ordination is controlled by the allocation of resources. Therefore for practical purposes the Commission on Advanced Education co-ordinates Advanced Education, assisted by the State Boards.

(b) **Planning.** The Commission is required to advise on the necessity for financial assistance and this together with the "balanced development" requirement demands that the Commission becomes deeply involved in the identification and assessment of needs both current and future. The work of the Commission in this area is published in its triennial reports which recommend grants, lay down policy and points to existing areas of strength and weakness in the Colleges of Advanced Education sector. The State authorities also publish planning and policy documents from time to time. However, they are in general more concerned with procedures than with policy.

(c) **Finance.** Most of the State Acts, and in particular that of Queensland, are quite detailed in their financial control provisions. Since the assumption of full financial responsibility by the Commonwealth many of these provisions have become obsolete.

Other similar comparisons may be made but the trend is the same in all cases. The transfer of the control of the Colleges in Australia from the State Departments of Education which spawned them to the Federal Government is complete. This transfer has had a series of profound effects on the governance to individual colleges.

5. THE COLLEGES IN AUSTRALIA

At present 80 individual Colleges of Advanced Education are operating in Australia. The number of Colleges in each State listed in the States Grants (Advanced Education) Act 1974 is:

Victoria	31
New South Wales	22
Queensland	10
South Australia	9
Western Australia	7
Tasmania	1

Some of the Victorian Colleges have for many years operated to some extent in an autonomous manner in that they have had their own Councils operating within policy and procedural determinations made by the Victorian Education Department. Some of the newer Colleges, particularly those in New South Wales, were founded under the control of a Council. In the aggregate, however, most of the Colleges of Advanced Education had their beginnings within a State Department of Education.

The various Acts under which the Colleges are constituted reflect their origins and the political milieu operating in the State at the time when autonomy was conferred. The State Governing Boards of the Teacher Education Authority of Western Australia, the Victoria Institute of Colleges and the State College of Victoria are examples of a very closely controlled College autonomy, understandable in Victoria for two reasons. Firstly, for political purposes the Victorian Government at the time accepted the Institute of Colleges concept proposed by the Martin Committee before it failed to gain Commonwealth support; and secondly, there is a very wide range of institutions operating in Victoria that would fall within the ambit of advanced education. Many of these Colleges would be either too small, or too specialised to survive as viable wholly autonomous Colleges at a recognised tertiary level.

College establishment legislation may be in the form of separate Acts, e.g. the Affiliated Victoria Institute of Colleges, the Western Australian Institute of Technology, the South Australian Institute of Technology, or it may be part of a general State Act, e.g. the New South Wales Institute of Technology, the Darling Downs Institute of Advanced Education. In Victoria some Colleges are set up as companies, limited by guarantee, e.g. the Royal Melbourne Institute of Technology, the Swinburne College of Technology. On the whole, however, the elements of the instruments of incorporation are generally quite similar, although wording varies greatly in style and content from one State to another.

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The major area of confusion arises from the interchangeable use of the terms regulation, statute, and by-law. In practice they seem to mean the same thing and it would be helpful if national agreement on terminology, particularly in this case, could be established.

A comparison of the major provisions of the College establishment legislation shows that there is a large degree of commonality in the States legislation. It would appear that in most cases little change would be necessary. Some of the more important elements in the Acts of three States are listed in Table 1.4.

The differences that do exist are mostly mechanical and there is no reason to believe that this would affect the ability of the Colleges to be incorporated into State co-ordinating schemes that were based on delegated authority from a national body rather than on the existing and variable State Acts.

TABLE 1.4

AREA	NEW SOUTH WALES	QUEENSLAND	SOUTH AUSTRALIA	CANBERRA
Establishment of the College	The Minister, by notification in the Gazette, may constitute a corporate body and declare it to be a CAE	The Governor in Council may, on the recommendation of the Minister, constitute a Council for a college of advanced education. The Council shall be a body corporate	The Governor may, by proclamation, declare any existing or proposed educational institution to be a College to which the Colleges of Advanced Education Act, 1972, applies	Established by Canberra College of Advanced Education Act 1967-1973
Functions of the College	Provide such advanced education courses as are approved by the Minister in respect of that college at such place or places as may be so approved	Provide courses in advanced education suitable to the needs of the community, subject to the Education Act 1964-73	1) Provision of advanced education and training teacher education 2) Provision of advanced education and training in other fields as determined by the Council after consultation with the S.A.B.A.E. 3) Fostering and furtherance of an active corporate life 4) Dissemination of knowledge in its fields of concern to advance the public interest 5) Provision of post-graduate or practical courses in its fields of concern	To conduct in the A.C.T., an institution providing such courses of advanced education as the Council, with the approval of the Minister, determines or as the Minister requires, and to advance and develop knowledge and skills in these fields
Functions, Powers and Duties of the Council	1) Appointment of staff within establishment determined by Advanced Education Board 2) Promotions 3) Discipline and penalties — staff 4) Care and maintenance of real and personal property under its control and management 5) Provide courses or programmes of study, confer academic awards, grant and issue certificates 6) May acquire by gift, devise or bequest any property for the purposes of this Act	1) To be responsible for care and maintenance of real and personal property under its control or management 2) To co-operate with the B.A.E. and, where applicable, the B.T.E. to ensure that the College provides courses or programmes of study to meet the needs of the region that the college serves and of the State, and to make awards as designated by the B.A.E.	1) Appoint and dismiss officers and employees 2) May delegate any of its powers to committees or individuals 3) Collaborate with relevant State and Commonwealth authorities in the interests of promoting the objects of this Act 4) Initiate and control the internal organisation of the college 5) Appoint a Director who shall be responsible to Council for the management and administration of the college	May make statutes, to be approved by the Governor-General and notified in the Gazette, re: 1) Management, good government and discipline 2) Penalties for contravention of statutes by employers of students 3) Election of members of Council by staff and students 4) Admission to courses of study or examinations 5) Courses of study 6) Degrees, diplomas and certificates

TABLE 1.4 cont'd.

AREA	NEW SOUTH WALES	QUEENSLAND	SOUTH AUSTRALIA	CANBERRA
Functions, Powers and Duties of the Council	7) May borrow money for discharge of functions within limits and on conditions approved by the Governor on the recommendation of the Treasurer 8) May invest funds in securities as prescribed by the by-laws 9) Co-operate with AEB to ensure that college offers courses to meet needs of region and State 10) Forward to AEB as required estimates of financial and other needs for periods specified 11) May make by-laws re — all matters permitted to be prescribed by by-laws; discipline and penalties; management and good government of college and discipline of students; common seal; conduct of meetings and election of members; appointment, powers and duties of committees; appointment, promotion and dismissal of staff; entrance standards; examinations and conferring of awards; fellowships, scholarships, prizes; admission to courses or granting of awards to students and graduates of other institutions; residential colleges; investment of funds; affiliation with college of an educational or research establishment; payment of out-of-pocket expenses to members of college	3) To submit to the B.A.E., at such times as may be required by that Board, estimates of financial needs for periods specified by that Board 4) To approve expenditure within the funds allocated in the budget approved by the B.A.E. 5) To delegate to the principal officer of the college, or to the holder of some other office in the college, such of its powers as it considers necessary to enable the college to function efficiently 6) To appoint such committees as it considers necessary to assist it to perform its functions 7) To appoint staff as necessary 8) Subject to approval of plans by the B.A.E., to undertake projects included in approved plans of triennium capital expenditure 9) To make by-laws in relation to the college subject to approval of Governor in Council 10) To report on matters referred to it by B.A.E. or B.T.E. 11) To perform such other functions in relation to the college as may be required by the B.A.E.	6) May approve formation of a union, association or council of students, or students and staff 7) May make, alter and repeal statutes for — Council (conduct and elections), conditions of employment, college management, admissions to courses, conferring of awards and prizes, fees, courses, assessment, residential accommodation, branches of the college, co-operation with other educational institutions, order and discipline, fund for assisting needy students, other matters affecting administration 8) May make, alter and repeal by-laws concerning trespassing, damage to property — traffic and parking, disorderly and offensive behaviour, alcoholic liquor, conduct of meetings, fines, other matters relating to good order and property	7) Scholarships, bursaries and prizes 8) Exemption from fees for full-time employees 9) Superannuation 10) Traffic, parking and fines for infringement

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TABLE 1.4 Cont'd.

AREA	NEW SOUTH WALES	QUEENSLAND	SOUTH AUSTRALIA	CANBERRA
Constitution of the Council	Official members - 1-3 Nominated members - Up to 16 Elected members - 2-4 General size range - 15-25	Official members - 1 Nominated members - 8-16 Elected members - 4-6 General size range - 13-23	Official members - 1 Nominated members - 13-15 Elected members - 7 General size range - 21-23	Official members - 2 Nominated members - Up to 13 Elected members - 5 General size range - Up to 20
Term of Office	4 years (elected and nominated members)	4 years (elected and nominated members)	2 years—except ex officio or student members 1 year —student members	1-2 years (elected staff) 1 year (elected students) Up to 4 years - nominated members
Chairman and Deputy Chairman	————	Chairman — nominee of Minister	President and Vice-President appointed by Council from its own membership	Chairman - appointed by Council from among its own members or from outside. Deputy - appointed from its own members
Awards	1) May confer academic awards 2) Shall not confer any academic award . . . unless the award is of a nomenclature approved by the Board (A.E.B.)	Make awards as designated by the Board of Advanced Education	1) May confer degrees, diplomas and other awards recognised and approved by the S.A. B.A.E. upon those who have completed courses of advanced education accredited by the Board 2) May confer honorary degrees and diplomas or degrees and diplomas ad eundem gradum, on persons who are entitled to such degrees or diplomas in accordance with the statutes of the college	To award such degrees, diplomas and certificates as are provided for by the statutes
Financial	1) Proper Books of Accounts to be kept 2) Audit - by State Auditor-General	1) Specific funds and accounts listed 2) Approvals required listed 3) Audit — by State Auditor-General	1) Proper accounts to be kept 2) Financial provision by State Treasurer annual; financial information to be supplied by colleges as required by B.A.E. 3) Audit - by State Auditor-General	1) Proper accounts to be kept 2) Monies appropriated by Parliament paid in such amounts and at such times as the Minister determines 3) Audit - by Commonwealth Auditor-General

REFERENCES AND NOTES

(1) P. D. Tannock and I. K. Birch. Constitutional Responsibility for Education in Australia. *The Australian Journal of Education.* Vol. 16 No. 2 — June, 1972, p. 122.

(2) Patsy Segall and R. T. Fitzgerald. Finance for Education in Australia: An Analysis. *Quarterly Review of Australian Education.* Vol. 6 No. 4 ACER. 1974 p. 28.

(3) Commonwealth of Australia Act No. 33 of 1967.

(4) "approved project" means a work or other matter in respect of a college of advanced education or colleges of advanced education, being a work or other matter —
  (a) specified in the Second Schedule; or
  (b) approved by the Minister under sub-section (1) of section 3 of this Act.

(5) "college purposes" in relation to a college of advanced education means —

  (a) where the college is a place of education — the general teaching purposes of that college in connexion with courses of study at that college approved by the Commission under section 4 of this Act, including external tuition for those courses of study, planning and other preparatory work in connexion with proposed courses of study approved by the Commission under that section and the provision by that college of residential accommodation for staff and students of that college; and

  (b) where the college is a body — the purposes, or the furtherance of the objects, of that body specified in the State Act by which the body is constituted.

(6) The Concise Oxford Dictionary of Current English. Fifth Edition. University Press, Oxford, Great Britain. 1964.

(7) State of Victoria. Victoria Institute of Colleges Act 1965 No. 7291.

(8) New South Wales Act No. 29 1969.

(9) Commonwealth of Australia Act No. 116 of 1971, Section 3.

2. COMMONWEALTH/STATE RELATIONS IN ADVANCED EDUCATION

Hugh Hudson

To gain a proper perspective on State/Federal relations as they affect Colleges of Advanced Education today it is necessary to have an understanding first of the overall financial relationships between State and Federal Governments in Australia and then of the characteristics of and the reasons for the involvement of the Commonwealth with tertiary education. Before dealing in detail with the existing arrangements affecting Colleges of Advanced Education between the State and Federal Governments I will offer a brief outline of the circumstances which led up to the implementation of the Martin Committee's main recommendations in this area.

The Australian Federal system is based on the model of the United States so far as the division of powers between the central and State Governments is concerned. The Australian Constitution specified in Section 51 the areas in which the Federal Government has legislative authority and all other unspecified areas of government activity rest with the various State Parliaments.

At the turn of the century at the time of formulation of the Constitution the chief pre-occupations of the drafters lay in such matters of common concern to the colonies as tariffs, defence, currency and immigration.

Of the far-reaching social changes which have occurred in Australia since federation the most significant for future developments in tertiary education were the shift in financial power to the Australian Government which was effected by the High Court decisions in the Uniform Taxation cases, and the tremendous increase in demand for tertiary education brought about by the rising levels of population and industrial and technological activity.

As far as Federal/State financial relations are concerned, the actual operation of the constitutional arrangements arrived at federation went through a distinct change of emphasis when passing of the major revenue raising power, that of income taxation, to the Federal Government was confirmed by the High Court.

This change in emphasis occurred during a period when public demand for increased government participation in provision of all kinds of services was rising rapidly. The net effect by the end of the 1950's was that the Federal Government had the financial capacity to provide expensive services such as education while the State Governments retained the constitutional responsibility.

There are several possible responses to this situation which lie behind the public stances taken in political dealings between State and Australian Governments.

There are those who argue that the transfer of income taxation powers to the central government has proved an aberration which should not be tolerated, because of the impact it has in reducing the extent to which State Governments can manage their own affairs and determine their own priorities. This is the States' rights argument, which flares to its fullest extent whenever opposing political parties are in power at State and Federal levels. What it really means is that there is disagreement over the level and direction of public expenditure. My own view is that this position is not tenable in a modern, affluent Australia. There are sound reasons which require the national government to have the necessary powers for economic management for the nation as a whole. In addition the administrative situation from the taxpayers point of view when income tax is collected by more than one government authority is a thoroughly unsatisfactory one.

The tremendous increase in industrial investment and activity during the post-World War II period was accompanied by commensurate expansion in demand for university places which itself was accompanied by major increases in costs for buildings, staffing, and equipment within the universities.

The direct involvement of the Australian Government in financing tertiary education began with the appointment of the Murray Committee in 1957 by the then Prime Minister, Sir Robert Menzies. The Committee was asked to report in general on the role of universities in the Australian community and on their financial needs.

From the Murray Committee's recommendations dates the direct financial involvement of the Federal Government in tertiary education and the accompanying administrative machinery based on the statutory creation of the Australian Universities Commission. As a result of the recommendations of the Murray Committee and subsequently of the Australian Universities Commission the Australian Government began to make finance available for Universities on the basis of $1 for every $1.85 provided by State Governments or raised in fees towards recurrent expenditure on Universities. Its capital commitment was to pay $1 for each $1 made available by the State Governments or raised in funds for the Universities.

It was clear that University education was an expensive business and it was clear, too, that technological and industrial changes were outpacing the capacity of Universities to meet them in terms of providing trained manpower.

In 1961 Menzies called together the Martin Committee to undertake a comprehensive review of Australia's provision of and requirements for tertiary education.

In its report in 1964 the Martin Committee concluded that the existing system of tertiary education in Australia was restricted too closely to traditional forms of University education. This, it believed, meant considerable wastage of talent was occurring among students of potential ability who needed opportunities for other kinds of tertiary education.

As a means of diversifying tertiary education, therefore, the Committee suggested the development of three distinct categories of institutions: Universities, technical colleges, offering courses at tertiary level, and teachers colleges.

It was clear that if the possibility of real alternatives to universities in the tertiary education sector was to be developed non-university institutions would have to be put in a position in which they could compete with universities for students of ability.

The Committee was therefore conscious of the need for these institutions to be in a position of comparable status to universities and it concentrated on the need to improve and assure high standards in them.

Its recommendations therefore fall into two categories. In the first place it was necessary that appropriate financial provision should be made with the necessary administrative machinery to ensure funds were well and wisely spent. In the second place a series of administrative recommendations were made with the aim of improving the quality of teaching and assuring recognition of awards of the strengthened non-university institutions.

The recommendations as they affected financial provision and the accompanying administrative machinery separated Universities, technical colleges offering tertiary courses, and Teachers Colleges. At the State level the Committee suggested the establishment of Institutes of Colleges to co-ordinate the work of the technical colleges affected which came to be known as the Colleges of Advanced Education. It saw the Institutes also as having responsibility for assurance of the standard of awards to which College work would lead.

Teacher education was to be co-ordinated by State Boards of Teacher Education and was not at this time seen as a part of the College of Advanced Education sector although subsequent developments have drawn them together. In South Australia it is now firm policy that the former Teachers Colleges should become multi-purpose Colleges of Advanced Education. The diversification of those Colleges has produced a number of significant changes over the last four years.

The implementation of the Martin Committee recommendations included the establishment ultimately of the Australian Commission on Advanced Education rather than the recommended overall Tertiary Education Commission which would have conjoined the University and the College of Advanced Education sectors.

The matter of accreditation of awards came to be dealt with separately at the Commonwealth level as a result of the recommendations of the Wiltshire Committee with the establishment of the Australian Council on Awards of Advanced Education as the national accrediting agency.

This basically then is the administrative structure which pertains for Colleges of Advanced Education in Australia today.

Implementation of the present Federal Government's policy of abolition of fees and assumption of full financial responsibility for tertiary education has cleared the ground of the unsatisfactory conditions in which matching grants arrangements for tertiary education had, in the absence of similar assistance at the schools level, distorted priorities in public expenditure on educational

services generally. As a result the planning for tertiary education in the future has more hope of being undertaken on a rational and co-ordinated basis. I will return to this matter later.

DECISION-MAKING

In the evaluation of decision-making processes for the Colleges of Advanced Education the central issue must be who determines priorities in expenditure and development and whether this is done at College, State or Federal level.

I believe that both the Colleges themselves and State Boards of Advanced Education have critical parts to play in the determination of priorities and there are several points I would like to make about each.

There are two main factors which influence my approach to the issue. These are the need to ensure that the decisions which will affect the operations of Colleges are taken as closely as possible to those who will be affected by them, including the Colleges themselves and the immediate communities they serve, and the need to ensure that effective cases for funds can be made to Canberra.

Decision-making at the College level

The major decisions affecting the operation of Colleges of Advanced Education lie in two closely related areas, those of course development and capital development.

In the terms of the Martin Committee's recommendations the Colleges are intended to offer a diversity of opportunities for tertiary education with a more distinctly vocational aspect than those offered in most university courses. Areas such as nursing, physiotherapy and other para-medical services, journalism, and social work are all examples of service industries which have need of access to recruits with some systematic grounding in their profession at the tertiary level. Precisely how these needs are translated into courses with associated buildings and staffing is the subject matter of the decisions which determine the direction development will take in individual colleges. While the technical details of courses are properly an intra-college concern, these basic issues of what courses are offered and how many student places are made available must be the concern of more widely representative groups. It is important, therefore, at the College level that their governing councils include community representatives as well as those of administration, staff and students.

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The recent history of teacher education offers a good illustration of the dangers that are inherent in decisions taken in isolation, without adequate attention being given to prediction of long-term community needs.

The hell for leather expansion undertaken in most States during the recent period of acute teacher shortage will probably mean the balance will alter into a significant surplus of teachers within the next few years. Rapid adjustment of this surplus will only be possible if the States and the Colleges are willing to reduce the intake of student teachers, which clearly risks the creation of staff redundancies. It is therefore very much in the long-term interest of Colleges to seek ordered development related directly to assessment of future needs made as accurately and as thoroughly as possible.

From the time that a decision is taken to establish a new College of Advanced Education approximately 10 years elapses before the first graduates emerge from the new institution. This time is taken up in determining siting, in planning and constructing buildings and then in the course work that is undertaken.

As the life of the institution gets fully under way the demand in the community for graduates with particular skills, and the appeal of courses to students, determine year by year the number of students that particular departments can attract. Where those demands alter substantially over a period of time the situation can arise in which departments with declining numbers of students have to be carried by those with large numbers of recruits.

It is important for the good health of professional and intellectual life within the Colleges that academic freedom be maintained at as high a level as possible. For that reason our tertiary institutions operate on the basis of offering their academic staff a high degree of security of tenure.

At the same time, partly in order to protect the autonomy and academic freedom of tertiary institutions, the funding arrangements provide for financial allocations to be made largely on a total assessment of the institutions' staff/student ratios. Because changes do occur in the extent to which particular departments can attract students over a period of time the imbalance that I have described does arise. Those who are determined empire builders within a College who would develop and offer courses regardless of demand are acting therefore against the interest of the institution as a whole. They will create excess capacity and make it very much more difficult for the institution concerned to meet genuine community needs.

The decline in community and student interest in Latin courses in Universities offers a useful illustration of this problem. The decline in student numbers studying Latin has been offset by increased numbers in other subjects. However, that decline does not release funds to employ additional staff in the areas of expansion — instead, excess capacity is created in the Latin Department and the University's financial position is worse if its finance is determined purely on its overall staff/student ratio. Some alleviation has been made by the broadening of traditional Latin studies into classical studies but the problem as a whole gives rise to the question of whether as in industry generally academics in tertiary institutions should perhaps be expected to undertake retraining when their disciplines no longer offer sought-after knowledge and skills.

On the capital development side a major problem in a period of inflation is the effect of delays on final building standards. Delay in approval for a capital project which appears to result in a temporary economy may well in the event turn out to be very costly indeed.

This aspect of capital programmes makes it vital to have adequate control at the design stage of a major project. A grandiose scheme, over-designed and excessively expensive, will often inhibit effective development because of the delays it will encounter. This is particularly true in conditions of inflation where control at the design and sketch plans stages are more critical than ever.

To achieve a satisfactory degree of control it is essential that at the College level very clear ideas be held about what facilities should be included and what space is needed for them. This thinking must be practical, realistic and farsighted. If the initial demands are excessive there will be delays, cost increases, cutbacks and a less successful project.

Those Colleges of Advanced Education which are former Teachers Colleges have special difficulties in the matter of capital improvement because they were often built originally without good design control and are therefore inefficient in terms of usable space. Buildings of this kind offer prime examples of the potential problem and of the importance of adequate control within Colleges as well as at State level.

Decision-making at the State level

Autonomy is defined as a right of self-government. In the context of College administration it is clear that the limits within which that right can be exercised are set by the fundamental

fact that education is a service industry which uses large amounts of public funds to meet particular community needs.

I have already argued that it is appropriate and necessary for the national Government in Australia to retain the financial predominance it gained in the post-war years.

The question of State/Federal relations as it affects the Colleges of Advanced Education is not the spurious one of States' rights or the proper sovereignty of the States in the Federal system. Rather it is one of how best to approach the matter of ensuring adequate financial support from Canberra for appropriate educational developments in the Colleges.

Arising out of this is the need for collaboration and co-ordination among Colleges of Advanced Education in determining priorities for their development at the State level.

Two features in practice distinguish Colleges of Advanced Education from Universities in this connection. In the first place there is a greater number of individual Colleges so the task of co-ordinating financial allocations is that much more complex. Secondly, they do not share the Universities' traditional status but as relative newcomers to the tertiary education system they need the additional public assurance of standards through accreditation of awards. Indeed, the process of accreditation is also an important protection for students, and probably ensures that College courses are more attractive to students as a consequence.

There are, therefore, very good reasons for drawing together the Colleges in a given State in some structure which will offer the opportunity for effective determination of priorities at the State level. Without such a mechanism each College would be involved individually in making a case for development to the Australian Commission which inevitably would result in determinations less closely related to the immediate needs of the State or of the Colleges themselves. Priorities would be determined entirely by the Australian Commission.

The tying of assurance of academic standards through accreditation to decisions on development in the functions of a State Board of Advanced Education lends substantial additional weight to cases submitted to Canberra for financial support.

The next question clearly is what kind of body a State Board of Advanced Education should be. Several alternatives are possible of which the most attractive are either a large representative Board, with direct or even proportional representation from every

College, or a small executive group including some College representation, not necessarily comprehensive.

It is clear that large representative groups of the first kind have great difficulty in taking hard decisions. Either of two equally unsatisfactory situations may be expected to arise. In the first the numbers game is played, with its accompanying encouragement of "deals" which results in decisions being taken on grounds other than the relative merits of competing claims. In the alternative no decisions are taken but all claims are forwarded to Canberra, which defeats the purpose for which the Board exists and results in priorities in reality being determined further away from the local situation.

Hence the object of ensuring that well-based decisions on priorities are taken at the State level is likely to be best achieved by creation of a smaller executive Board.

These were the reasons why the South Australian Government, adopting the spirit of the recommendations of the 1971 Karmel Enquiry into Education in South Australia, varied the letter of them in creating a Board of Advanced Education of smaller membership than that envisaged by the Committee.

The second consideration in the creation of such a Board is whether it should be dominated by people from the Colleges or should ensure their representation without giving them an invariable majority.

Here similar considerations apply to those I outlined in relation to College governing bodies. A Board dominated at all times by a College majority will be vulnerable to pressure for decisions which do not take full account of wider ranging community needs or the long-term projection of those needs. It is of course essential that decisions of a Board are acceptable to the Colleges and that people working in the institutions should be involved directly in its deliberations. Indeed I have sought to make it clear that this is one of the primary considerations in creating a Board. It is also essential that the relations between the community and the Colleges should remain cohesive and responsive, which is less likely to occur if College factions alone are in a position consistently to dominate the decisions of the Board.
In most States of Australia the Boards of Advanced Education or Institutes of Colleges are confined to the co-ordination of College development. In principle the arguments in favour of College co-ordination apply equally to the co-ordination of University developments and to ensuring some effective rationalisation of overall tertiary development. If this task is not carried out

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at the State level it will be imposed to an ever-increasing extent by the decisions taken by the Australian Government's tertiary Commissions.

There is probably a case for the establishment in each State of a tertiary education commission which is responsible for the development of co-ordinated plans for all tertiary institutions in that State, or at least responsible for those aspects of College and University planning which overlap.

The traditional autonomy of Universities is a significant barrier to this kind of development. In South Australia we have approached the problem in an unusual way through the establishment of the S.A. Council for Educational Planning and Research. This Council is now set up under statute. As well as its research functions and its responsibilities for long-term planning in pre-primary, primary and secondary education, it is also required to co-ordinate educational planning in South Australia at the post-secondary level. With this in view the Council contains among its membership the Chairman of the Board of Advanced Education, representatives of College Directors, and the two Vice-Chancellors of the Universities.

At this stage the Council does not have teeth in the enabling legislation to direct University developments. It is hoped instead that voluntary co-operation combined with the effective analysis of the consequences of any further development will produce the desired degree of co-operation.

Whether this arrangement will in fact work remains to be tested and it may be that at some future date legislative action will be necessary to strengthen the powers of the Council.

The need for such a co-ordinating function extending between Colleges and Universities can be seen quite clearly in recent South Australian proposals for the development of Asian language studies. It would clearly be a waste of resources for all tertiary institutions in South Australia with a liberal arts interest to pursue the full range of Asian languages. Specialisation within institutions is a necessity for economic reasons. That requirement raises immediately the question of a co-ordinated plan for development and the related question of cross institutional enrolments. For example, a student undertaking Malay/Indonesian at the Adelaide College of Advanced Education should be entitled to enrol for Japanese or Chinese at the University of Adelaide and gain credit for such work so far as the College diploma or degree course is concerned, so long as the structure of the student's course remains within the broad ambit laid down by the College.

Similarly a student studying Japanese or Chinese at the University of Adelaide should be able to undertake the course in Malay/ Indonesian at the Adelaide College of Advanced Education and obtain credit for that study within the University.

There are very many examples where College and University interests intertwine, and the ever-increasing range of College interests coupled with the (not always appropriate) desire of most College staff to upgrade their courses is likely to increase significantly the extent of possible inter-relationships between Colleges and Universities in the years ahead.

In past decades the issues involving co-ordination and planning of further development have not come to the fore to a significant extent because the requirement of additional courses at both Colleges and Universities was more clear cut.

Furthermore, Australian standards in the provision of facilities at this level were significantly below the provision made in other affluent countries. However, this is less true today and current population predictions imply for the future a much slower rate of growth in tertiary student numbers. For these reasons, whether anyone likes it or not, the reduced need for expansion in tertiary developments is likely to produce a slower rate of growth in real terms and a much more intense degree of competition among the various tertiary development proposals for the available scarce resources.

Over the next 20 years Australia, in my opinion, will not be able to avoid decisions which co-ordinate effectively the whole range of tertiary developments. If the States do not develop appropriate arrangements for the establishment of their priorities, or if the job is poorly done, then the Australian Commissions will perforce fill the gap so created.

Like many of the issues involved in a State rights versus centralisation argument the question of effective decision-making is determined by who does the job properly. If State authorities can develop rational programmes which establish clear priorities in tune with the felt needs of their local communities such programmes are likely to survive unscathed the critical review of the various Australian Commissions.

Considerations for the future

In the implementation of the Martin Committee recommendations clear distinction was drawn for the purposes of Australian Government funding between "tertiary" and "non-tertiary" courses.

The reasons for making that distinction at the time were clear enough, deriving from financial and administrative expediency.

Some ten years later it may well be that we need to re-examine the implications of that distinction.

The definition of tertiary education adopted by the Martin Committee was all education following completion of a full secondary school training. As the range of post-school educational opportunities diversifies in the institutions now known as technical colleges as well as in the Colleges of Advanced Education and Universities it becomes less and less appropriate to maintain rigid separation among the three types of institution to the extent that there is no possibility of movement of students from one to another.

Since the Martin Committee reached its conclusions the number of students in South Australian government schools, for example, undertaking year 12 studies has risen, in absolute terms, from 1,643 in 1964 to 5,472 in 1974 (August census figures). Over the same period the percentage of the age group leaving school undertaking studies in the final year of school in South Australia has risen from a little over 10% to almost 30%.

As more students undertake a wider variety of courses at the school level so a more flexible approach to what happens to them after that needs to be adopted.

It is patently ridiculous for students to be separated rigidly in the distinct boxes of technical education, Colleges of Advanced Education and Universities. It is even worse if the latter two groups of institutions are so status conscious that they impose excessive restrictions on entry for a student who is studying at a lower level, and if they adopt a completely inflexible approach to the granting of credit for course work studied at an allegedly "inferior" institution. Restrictions on entry and inadequate recognition of course work in other institutions are sources of considerable waste and their prevalence in Australia reflects in large measure the mumbo jumbo that is always produced by those who base their arguments principally on questions of status.

Australia has, I believe, much to learn from the recent developments that have taken place in British Columbia. There the vast majority of students who undertake post-secondary education do so in community colleges with a later possible transfer to an institution similar to a College of Advanced Education or a University. The British Columbia developments demonstrate great flexibility and ensure a cross fertilisation of staff and students

that seems to be out of the question in Australia under our present arrangements.

The idea that a medical student in the first two years should be able to rub shoulders within the same institution with a teacher trainee or apprentice motor mechanic is a highly attractive one so long as the necessary educational standards can be maintained and proper arrangements exist for the specialist years of training. It is even more attractive when it establishes an effective alternative for tertiary selection other than school performance. There are other major possible advantages in adopting a flexible approach in this kind of way.

In country areas in Australia it may often be difficult to get the numbers of students to give enough breadth to a College of Advanced Education offering diploma courses only. If any College is unable to achieve an adequate size initially it may be committed to decades of being regarded as a poor relation because small size produces high costs per student and strong counter arguments can then be raised against significant expansion. To the extent that residential quarters for students are provided in order to expand numbers the capital cost for each student so accommodated is doubled. So it may be that some Colleges, especially in country areas, should consider developments at the certificate level as a means of expanding their operation and producing greater breadth of effort.

In other words, some Colleges of Advanced Education may find it advantageous to develop as community colleges, offering courses at more than one level.

The Commonwealth arrangements with the three Commissions involved in post-school education — the Technical and Further Education Commission, the Commission on Advanced Education and the Australian Universities Commissions — will tend to defeat such developments unless effective means of co-ordination are established. There is probably a case at the national level for a single post-secondary Commission covering all three areas with separate sub-committees responsible for Universities, Colleges of Advanced Education and technical colleges. Such an administrative arrangement would ensure more effective co-ordination, would reduce the significance of public exams as a means of entry to tertiary institutions and would enable a more effective government response wherever reasons for differential treatment of the different sectors were properly substantiated.

CONCLUSION

Post-school education today is moving into an entirely new phase. We have come through a period of dramatic expansion in tertiary institutions, which will slow down as a result of the slower rate of growth of population in Australia.

The Colleges of Advanced Education, like the Universities, must recognise that the main growth over the next two decades is not likely to be in the area at present defined as tertiary education but in the education of middle level personnel, who may or may not have completed a full secondary school education.
The period now ending has produced a tertiary education system in the Colleges and Universities which has tremendous potential but which suffers from both rigidity and lack of co-ordination.

The areas which must therefore command attention at the institutional level and at the levels of State and Federal Governments are those of flexibility of operation and determination of priorities.

To gain full benefit of flexibility it will be necessary to re-examine the administrative definition of tertiary education at present adopted in Australia.

The almost exclusive emphasis which has until now been placed on secondary school experience as preparation for College and University courses needs to be carefully reconsidered and evidence of student performance in other courses given serious attention. The possibilities for student transfer among all institutions offering post-school courses should be thoroughly investigated and acted upon.

Progress in these directions will greatly strengthen claims for resources for future developments based on responsiveness to community needs.

Those claims will also need to be based on effective determination of priorities in which all levels of decision-making have significant parts to play. Co-ordination of developments is becoming more critical as competition among institutions for scarcer resources for expansion becomes keener.

If the Colleges of Advanced Education are to achieve the full promise offered by the greatly increased resources that are now made available to them, and are to be in a strong position to attract students in the altered situation of the future, their efforts must be directed towards collaborating in realistic and imaginative moves which will meet the changing needs of the community in ways which use its resources wisely and well.

3. THE ROLE OF THE COMMISSION ON ADVANCED EDUCATION

E. S. Swinbourne

The Commission is now in the final stages of preparing its report on advanced education for the 1976/78 triennium. The preparation of this, the fourth triennial report since the establishment in 1965 of the Commonwealth Advisory Committee on Advanced Education, has been devouring the attention of the Commission and its secretariat for several months. To me, during recent weeks especially, the report has seemed like the diary of the character in Oscar Wilde's play, "The Importance of Being Earnest," who said —

> "I never travel without my diary. One should always have something sensational to read in the train."

I can assure the audience however, that on this occasion I have travelled without the report and have purposely put its details out of my mind.

The Commission's report is commonly regarded as a blueprint for the development of advanced education over a three-year period. Nevertheless it should be remembered that it is a document of advice: it details the Commission's advice to the Minister and to the Australian Government on the development of advanced education generally and of the colleges over a forthcoming triennium and on the financial support considered necessary for this

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projected development. In the past there has been general acceptance by the Government of the advice so provided but there have been some notable exceptions to this rule, such as the rejection by the Government-of-the-day of the Commission's recommendation for the provision of a special sum of $5 million for the development of libraries in colleges during the 1973/75 triennium. This particular recommendation was subsequently accepted by a later Government. It should be stressed that the recommendations not accepted by Government are few but they do highlight the advisory role of the Commission.

Action on the Commission's recommendations on the funding of advanced education in the various States is taken via the States Grants (Advanced Education) Acts. The Minister and the Commission are given detailed executive authorities under these Acts and their various amendments. The executive powers which the commission has, relate mainly to the area of course approvals and to the use of funds for approved capital projects.

The Commission's responsibilities are therefore on the one hand advisory and on the other hand executive. Although these responsibilities do not, of themselves, completely define the role of the Commission, they do provide a useful background against which its role might be considered.

THE STRUCTURE AND RESPONSIBILITIES OF THE COMMISSION

The Commission was established as a statutory body in 1971 under an Act similar to that of the Universities Commission. It assumed most of the functions previously discharged by the Advisory Committee on Advanced Education.

The Commission consists of a full-time Chairman and Deputy Chairman and nine part-time members all appointed by the Governor-General. The members are drawn from a broad cross-section of professional activity and from the various States: it is important to recognise that they operate as individuals and not as "representatives" of particular States, departments or factions. The Commission itself is serviced by a full-time secretariat of 42 people. It is also assisted by a number of committees which provide it with advice on specialised topics.

Under its Act the Commission's broad mandate is to promote the balanced development of advanced education in Australia and to ensure the best use of available resources. For the performance of its functions the Commission is required to consult

with the States, with advanced education institutions and with its sister body, the Universities Commission.

Prior to the preparation of its Fourth Report, the Chairman or the Deputy Chairman together with other Commission members visited each college of advanced education in Australia. Discussions were also held with State Ministers for Education and relevant State co-ordinating authorities. In addition there was consultation with other Commonwealth authorities such as the Universities Commission, the Schools Commission, and the Advisory Committee on Technical and Further Education. By means of such activities the Commission has obtained a broad view of the present state of development of advanced education in Australia, the immediate needs, the likely developments which may be realised in the next triennium and the relationship of these developments to other areas of education. It is from this broad view that the Commission must attempt to judge how the available resources may be best disposed for balanced development across the country.

In previous triennia the funding of tertiary education was shared between State and Commonwealth on a matching basis. In January 1974 funding for tertiary education became the complete responsibility of the Australian Government. As a result of this decision State Treasuries are no longer directly concerned with the financing of advanced education programs and this has substantially changed the responsibilities of the Commission. This change also has important implications for the relationships between the Commission and the State co-ordinating bodies, for we now have a situation where these bodies and the colleges, with the exception of Canberra College, operate under State Acts while the Commission, which recommends on funding, operates under a Federal Act. In spite of this apparently anomalous situation, I believe that the Commission and the State co-ordinating authorities each have valuable and complementary roles to play in the general planning of advanced education. It should be emphasised however, that the responsibility to recommend on total funding places special obligations on the Commission on Advanced Education as it does also on the Universities Commission. In this regard these two Commissions occupy a special position compared with the Schools Commission and the Advisory Committee on Technical and Further Education, for their areas of concern are still largely State financed.

BALANCED DEVELOPMENT

I return now to the Commission's role in the promotion of balanced development. In undertaking this role the Commission must attempt to make judgements on such matters as:

(1) the general growth in the provision of advanced education across the country;

(2) the resources available to sustain this growth;

(3) the variations among the States;

(4) the provision of advanced education as compared with other areas of education;

(5) the opportunities for individual access to tertiary education in different parts of the country;

(6) the quality and style of the education provided;

(7) the balance among various areas of study and the relationship of these to employment opportunities;

(8) the promotion of new educational activities in relation to the country's developing needs.

The list is not intended to be exhaustive but it does indicate the many factors which must be considered under "balanced development."

In considering a desirable rate of development in advanced education for the country, attention must be paid especially to the human and physical resources available, for these strictly limit the rate of growth attainable. Colleges are usually aware of the planning frustrations arising from problems in the building industry but often make insufficient allowance for shortages in the human resources necessary for the development and support of an expanding education program. I believe that it would be an interesting research exercise to attempt to relate the predictions of the report, "Population and Australia", (1) to the expectations inherent in the advertisements for academic staff in the national papers each Saturday.

EXECUTIVE ROLE OF THE COMMISSION AND THE STATE AUTHORITIES

Without the co-operation of the State co-ordinating authorities the Commission would find it most difficult to fulfil its role of promoting balanced development. Given the present size and

structure of the Commission and the number and diversity of colleges of advanced education in Australia, it would not be possible for the Commission to deal with each college in detail. Nor do I consider it desirable that it should attempt to do so. The Commission looks to the State co-ordinating authority to provide it with detailed plans for the development of advanced education in that State and the place of each college in that plan. It also looks to the co-ordinating authority to provide it with a State view of educational priorities.

The Commission accepts that there will be differences among the States in their needs and priorities: it recognises that it must be mindful of these differences in attempting to achieve a rational plan at the national level. Nevertheless, because of its national role, the Commission must attempt to develop an equitable system in its general support of advanced education in the various States. As a result of differing State histories, prospective students in some States have more ready access to tertiary education than those in others. Planning must compensate for this.

Similarly, in the area of recurrent funding, the Commission has a responsibility to apply a broadly consistent set of parameters for costs and standards to the colleges within the system. A college with a particular faculty mix, size and educational role in one State ideally should be funded at the same level as a college of similar faculty mix, size and role in another State, allowing some minor adjustments for such factors as variations in the base costs of goods and services between the two States. It is possible to group some colleges on a common funding basis but the college system as a whole is extremely diverse. The Commission has the task of identifying from this diverse system a sensible set of working parameters to assist it in making fair judgements on the rate of funding of individual colleges.

APPROVAL OF COURSES

The approval of courses is perhaps the most important executive responsibility of the Commission. It is central to the concept of balanced development and the funds which the Commission recommends for salaries, buildings and equipment are immediately related to the courses it approves. This constitutes an important functional difference between the Commission on Advanced Education and the Universities Commission. The latter Commission is concerned with the support of the separate institutions and not with the formal approval of individual courses.

The Commission's responsibility for course approval has been

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the matter of considerable discussion with State co-ordinating authorities and individual colleges. It has been also an area of frequent misunderstanding. For example, the Commission has sometimes received proposals for the introduction of courses only after they have been under study by colleges and co-ordinating authorities for some considerable time and in some detail. In many cases firm commitments have been entered into, even to the extent of enrolling students, before the Commission is made aware of a particular course. If the Commission is to discharge its responsibilities for promoting balanced development, it must be consulted about new course proposals at a very early stage of planning, so that it may judge the rationale of the proposals, assess the resource implications and have an adequate opportunity to discuss these with the State authority before commitments are entered into by a college.

It is not the Commission's role to pass judgements on the level of academic awards or the standards of individual courses except in so far as these relate to the provision of resources or the rationale of the courses in the total scheme of tertiary education. The Commission's view on a course varies with the circumstances. Thus a liberal studies course with limited vocational orientation may be considered appropriate in a regional college, where the community has no ready access to other educational institutions, but inappropriate in a city college where alternative courses are offered in the universities. Similarly a degree program in engineering may be judged appropriate in a central college, having a strong technological base, but inappropriate in a small regional college where the financial outlay would not be justified in terms of a limited student demand for the course. The Commission makes its judgements on issues such as these rather than on such issues as the quality of the academic staff or the detailed content of a course. These latter issues fall within the areas of responsibility of the State co-ordinating authority, the individual college or the Australian Council on Awards in Advanced Education.

SPECIAL AREAS OF NEED

The Advisory Committee and the Commission have considered themselves responsible for examining special areas of need in the field of advanced education. For example, they have sought special grants for improving libraries in colleges and for supporting educational research. The educational research programs supported by the Commission have spanned a number of areas such as the nature of college libraries, the role of the regional college, the need for computer education and the design and effectiveness

of teacher education programs. These studies have been of considerable assistance to the Commission for overall policy and planning.

THE COMMISSION AND THE RATIONALE OF ADVANCED EDUCATION

So far, I have discussed the role of the Commission in terms of acceptance of the philosophy of advanced education. It is not proposed to examine that philosophy in this paper or to examine possible alternative models for governance of tertiary education in Australia. These are matters to be examined in other papers at the conference.

I draw attention, however, to the main recommendation of the Martin Committee (2) in 1965, namely that there was a need for a greater diversity of tertiary institutions. The cultivation of colleges of advanced education has indeed produced a greater diversity of tertiary education in Australia and there is now a continuum at the post-secondary level which includes colleges of advanced education, universities and colleges providing technical and further education. One could identify parts of that continuum in several ways and devise various systems of governance for the institutions within it.

The Commission on Advanced Education, as part of the present system of governance, has accepted the concept of diversity at the post-secondary level of education and has striven to maintain it. In my view, if the governance of post-secondary education were to change in such a way as to destroy or seriously impair diversity within the total scheme, then the Australian education system as a whole would be very much the poorer.

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4. ROLE OF STATE CO-ORDINATING AUTHORITIES

Berry H. Durston

Perkins, in his foreword to **Higher Education: From Autonomy to Systems,** observes that:

> "The centre of gravity in higher education is moving upward from the single institution to the co-ordinating body responsible for a broader range of institutions within a single system. Yet the emergence of this co-ordinating device has been largely unexamined, perhaps because the problems of higher education as a system are just now beginning to surface. The need for study of these bodies is clear: they may in the long run have a decisive effect on the shape of the future of higher education." (1).

In view of recent developments in education in Australia including the rapidly growing role of the Federal Government, the assumption by the Federal Government of full responsibility for funding universities and colleges of advanced education, and the possibility of **excessive** co-ordination at State and Federal levels, it is very timely that some assessment of the role of State co-ordinating authorities should be attempted.

This paper will make some general observations concerning the emergence of State co-ordinating authorities in post-secondary education in Australia and the possible impact of such bodies on

the governance of colleges of advanced education, and will conclude with some comments on the possible future role of State co-ordinating authorities.

THE GROWTH OF EDUCATION SYSTEMS

Perkins has not been alone in drawing attention to the rapid growth of co-ordinating bodies in higher education. For example, regarding the U.S. scene Goodall notes that:

> "The creation of State co-ordinating boards for higher education has been a significant trend over the past 10 to 15 years. Not only have boards been created in many States, but those in existence have tended to be given increasingly more authority. There has been an evolution of their role from planning, research and review to co-ordination and governance." (2).

Furthermore the Carnegie Commission on Higher Education reported that:

> "External authorities are exercising more and more authority over higher education, and institutional independence has been declining. The greatest shift of power in recent years has taken place not inside the campus, but in the transfer of authority from the campus to outside agencies." (3).

The growing emphasis on educational planning is a world-wide phenomenon. Let us be clear what we mean by the term **educational planning**:

> "Educational planning is the exercising of foresight in determining the policy, priorities and costs of an education system, having due regard for economic and political realities, for the system's potential for growth, and for the needs of the country and of the pupils served by the system." (4).

As such, educational planning involves:

> ". . . the application of rational systematic analysis to the process of educational development with the aim of making education more effective and efficient in responding to the needs and goals of its students and society." (5).

Education systems have become more complex in structure, bigger in size, more closely tied to government and are required to serve a society which has experienced rapid change. In these circumstances there is risk of serious imbalance arising in constituent parts

of the education system and between the system and its environment. Coombs (6) suggests five propositions for educational planning: educational planning should take a long range view, be comprehensive, be integrated with plans for broader economic and social development, be an integral part of educational management and be concerned with the qualitative as well as the quantitative aspects of educational development and expansion.

Talking of the drive for co-ordination, Perkins says:

> "Higher education is in a state of transition. Under the pressure of increasing numbers of students, and rapidly rising costs, new organisations are being created that are changing the educational landscape. The traditional independence and autonomy of institutions is giving way to State and national co-ordinating bodies. In many countries this has led to increased governmental participation in the affairs of universities and colleges." (7).

It is becoming increasingly difficult for the growing and special needs of the community for higher education to be met by a single institution. The increased specialisation of institutions has led to greater inter-dependence between institutions. With growth has come increased specialisation and complexity and this in turn has led to a need for integration of educational provision. In higher education, the need for co-ordination of special institutions is one of the prime reasons for the development of systems involving the co-operation of a number of institutions. With higher costs has come the need to avoid unnecessary duplication of facilities and the impetus towards sharing expensive resources. Along with the rapid rise in the costs of supporting higher education has come an increased demand for public accountability. This has led to a critical concern for achieving balance between needs for funding, planning and co-ordination on the one hand and needs for independence, freedom to innovate and internal flexibility on the other.

> "The central issue, therefore, becomes one of defining how the legitimate concerns of the public with regard to the cost, efficiency, and expanded functions of higher education can be reconciled with the freedom of colleges and universities to maintain their own integrity as institutions committed to teaching and learning." (8).

A key question is how to balance the healthy and legitimate aspirations of individual institutions for autonomy with the proper concern for the interests of society as a whole?

THE AUSTRALIAN SCENE

Does this trend toward the growth and planning of co-ordinating bodies in higher education observed in other countries hold good for Australia? At the national level there are, at present, in Australia at least three bodies concerned with higher education. They are the Universities Commission, the Commission on Advanced Education — both of which are concerned with the finance and development of aspects of higher education in Australia — and the Australian Council on Awards in Advanced Education, which is a co-ordinating and registering body for advanced education awards. A fourth agency, the Australian Committee on Technical and Further Education, is in process of establishment as a statutory body. In addition, there are a number of committees responsible for the allocation of funds for research.

In most Australian States there are also statutory bodies which are mainly involved in the affairs of non-university tertiary education institutions. For example, there are boards of advanced education in Queensland and South Australia. In Tasmania, the Council of Advanced Education functions both as the Council of the Tasmanian College of Advanced Education and as the Board of Advanced Education. In New South Wales there are several bodies concerned with tertiary education including the Universities Board, the Advanced Education Board and the Higher Education Authority. In Victoria there are two agencies concerned with the co-ordination of advanced education — the Victoria Institute of Colleges and the State College of Victoria. In Western Australia the Western Australian Tertiary Education Commission has a responsibility for co-ordination of both the university sector and the advanced education sector.

As an aside, it should be mentioned that in one or two States other less formalised arrangements exist for co-ordination between different sectors of higher education. In Victoria, apart from the statutory bodies referred to above, there is a non-statutory tertiary education advisory committee which includes the vice-chancellors of the three universities in that State and the Vice-Presidents of the Victoria Institute of Colleges and the State College of Victoria. Furthermore, in South Australia there is the Council for Educational Planning and Research which has an interest in all aspects of educational services in that State. However, in the time available I propose to do no more than acknowledge the existence of these bodies and to focus attention on the State co-ordinating authorities which are the major concern of this paper.

The creation of State co-ordinating authorities is a feature of

the last decade insofar as Australia is concerned, precipitated to some extent by the rapid growth in this country of forms of higher education alternative to the universities, and more recently by the emergence of the former teachers colleges as autonomous institutions. The size and composition of State co-ordinating authorities varies considerably from State to State. However, in general, State co-ordinating authorities are composed substantially of people external to the colleges and representative of the wider community, the professions, government, commerce and industry.

In describing the functions of State co-ordinating authorities in the context of the higher education scene in Australia today, I am at some risk of making generalisations which do not apply equally to all such bodies. However, clearly there are generalisations which can usefully be made for the purposes of the present discussion. Broadly stated, the following functions are typical of State co-ordinating authorities with respect to colleges of advanced education in their particular State:

* fostering the orderly and balanced development of advanced education;
* advising on the rationalisation of activities to avoid unnecessary duplication of courses and wasteful use of resources;
* facilitating co-operation between various State and Federal instrumentalities;
* providing common services (where appropriate);
* accrediting advanced education courses.

In the performance of some of these functions State co-ordinating authorities are limited to an **influencing** rather than a **controlling** role. It is important to distinguish between external influence and external control. Influence can be exerted by providing advice or incentives (for example, special funds to encourage certain developments) or by persuasion. Control exists when penalties can be invoked for non-compliance.

> "Influence recognises freedom of action, while control limits freedom of action. Control involves mandatory external decisions; influence permits non-mandatory internal decisions. Influence means to persuade and reward; control means to direct and command." (9).

CO-ORDINATING BODIES AND INDIVIDUAL COLLEGES

To what extent should State co-ordinating authorities be permitted to shape the education programmes of tertiary institutions? Dearing, in presenting a campus view of co-ordination, claims:

> "It is probably natural for most institutions, as well as for most individual persons, to prefer autonomy and independence to a system of co-ordination and control. Much of the resistance to co-ordination may grow out of a common and normal hostility to what is seen as outside control. Most thoughtful and realistic . . . (campus-level) administrative officers recognise the absolute necessity for avoiding wasteful duplication, and for seeking efficiencies and economies which can be provided by co-operation and complementary activities among related campuses. They recognise that blind and egotistic competition is too expensive a luxury for modern colleges and universities." (10).

Heads of departments and those responsible for specific operations within a tertiary education institution are understandably unlikely to think in terms of a total education system. Individual faculty members tend to be even more suspicious of **the administration** and **outside authority** than their heads of departments. Students probably have even less appreciation and acceptance of the functions of planning and co-ordinating bodies. There is a tendency to exaggerate the degree of independence and self-determination that is desirable or possible. Campus administrators are not altogether blameless in this regard: they are tempted to transfer blame for unpopular internal decisions to an outside authority. There is a need to achieve effective co-ordination by the development of fair and accurate perception of both the process of co-ordination and the goals, purposes and principles of those that carry out the co-ordinating function.

A potential drawback of co-ordination is the apparent shift of decision making away from the direct control of the institution itself. As a consequence, differing requirements of separate institutions may tend to be ignored. Manifestations of this problem, such as irritation due to delays in decision making while outside bodies are consulted, errors in judgment, perceived injustices and denied claims for equal treatment (despite lack of plausible argument **for** equal treatment) may become evident. There is a resulting natural tendency on the part of co-ordinating bodies to withhold information. Co-ordinating organisations have a particularly complicated relationship with the individual institutions that they co-ordinate. This is especially the case if diversity of

institutions leads to a perceived institutional hierarchy. When resources are being allocated to various institutions within a system of tertiary education, the institutions concerned are particularly sensitive to possible discrimination. Each institution is convinced of the force of its arguments that it is justified in receiving a greater share of available resources.

Co-ordinating bodies may serve as a buffer for tertiary institutions against certain elements in their task environments. (11). In themselves, these bodies are not necessarily a 'device for restricting and inhibiting institutions (as some would have it) but can constitute a gathering together of competent and sympathetic people to examine problems in tertiary education and formulate recommendations to government or the governing authorities of tertiary institutions. Responsible Ministers depend upon planning and co-ordinating bodies for well-considered and reliable advice in order to make decisions favourable to the development and good government of tertiary institutions. Tertiary institutions and their co-ordinating bodies need to develop a climate of mutual respect and trust in which a useful exchange of information can take place and broad guidelines and policies can be formulated leaving considerable discretion in internal decision making to the individual colleges themselves.

Alberta's Commission on Educational Planning, appointed in 1969 to guide and assist the restructuring of the province's education system at all levels to meet changing needs, points out in its report published in 1972 that:

> "To meet future needs, higher education must be rebuilt as a 'fully federated' non-binary system leading eventually to integration based on a more comprehensive model of higher education as part of a planned system of recurrent education; planned differentiation should continue between and within institutions, but links between them should be improved and barriers of prestige abolished." (12).

A certain amount of surrendering of autonomy by the separate institutions becomes necessary in these circumstances. Individual institutions must become partners in new planning agencies. Perhaps the greatest protection to the autonomy of tertiary institutions is the principle of participation in the governance of higher education. People at large must be more than mere clients of the educational system; they must participate in shaping it. If institutions do not co-operate in this way, an inevitable consequence will be that the important planning and co-ordination will be done in the political arena. In order to keep educational matters in college hands, academics and educational administrators in the

colleges must be prepared to balance their desire for independence with the necessity for close co-operation. A possible alternative is direct intervention in the internal affairs of tertiary institutions by government agencies.

STATE CO-ORDINATING AUTHORITIES AND THE FUTURE

In view of the notable incursion of the Federal Government into the field of tertiary education in particular, including the assumption from the beginning of 1974 of full responsibility for the funding of tertiary education, it might be considered that the State no longer has a role to play in higher education and that therefore State co-ordinating authorities should be abolished. This would remove co-ordination at the State level in favour of individual institutions dealing directly with the relevant Federal commission, in this case the Commission on Advanced Education. This prospect raises questions such as how much co-ordination is appropriate or functional, and is there too much co-ordination to the extent that flexibility and innovation are stifled?

Boyer, commenting on systems of higher education, states:

> "It is the conventional wisdom that it is **absence** of co-ordination and lack of planning that will guarantee diversity. However, it seems clear to me that the only thing isolated action guarantees is randomness, which may or may not mean diversity.
>
> Indeed, past experience suggests that, left to their own devices, colleges and universities will move towards uniformity, not diversity. In the great pecking order of higher institutions, each college seeks to imitate some prestigious sister institution just above it. And while geography or tradition or limited resources may impose differences, the great thrust is toward conformity.
>
> In contrast, in the system wide approach to higher education, it is possible to talk with greater clarity, rationality, and precision about different missions and a division of labour among campuses, and it is possible to allocate resources to support these separate missions." (13).

It is my opinion that there is still a significant role for State co-ordinating authorities to perform in advising the various agencies including the Commission on Advanced Education, the State Government, and the institutions themselves on the development of tertiary education in their particular State. There is a con-

tinuing need for sound independent advice on individual college proposals and the Commission on Advanced Education has demonstrated a willingness to be guided by such advice.

In the absence of this advice, the Commission on Advanced Education would be forced to make decisions without the benefit of intimate knowledge of local needs seen from a State perspective with the attendant risk of failure to make adequate allowance for the considerable differences which obtain in tertiary education provision from State to State. I may be wrong, but I have the distinct impression that the Commission on Advanced Education views tertiary education as a State responsibility even though fully funded from Federal sources, that the Commission hopes that States will not abdicate this important role, and that it will look forward in the future to receiving advice from State co-ordinating authorities, upon which it relies heavily.

However, in view of changing circumstances, it may well be appropriate for a reassessment of the structures and functions of State co-ordinating authorities to be undertaken with a view to strengthening their activities in the co-ordinating/planning area and to enable the Commission on Advanced Education to delegate some of its present powers to State level, so that State co-ordinating authorities can perform certain tasks on behalf of the Commission on Advanced Education (such as building and course approvals) within policies and guidelines laid down by the Commission.

Depending to some extent on what happens at the national level, it may also prove desirable to broaden the scope of the activities of State co-ordinating authorities to assume a co-ordinating/planning role for the total post-secondary education sector of education in each State, including the universities and technical and further education in addition to advanced education. While this kind of arrangement would enhance the balanced development of post-secondary education in each State, the feasibility of such an approach would be dependent to some extent on what happens by way of rationalisation of the various Federal agencies concerned. Meanwhile we await the Fourth Report of the Commission on Advanced Education.

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SOME NOTES ON A PLENARY DISCUSSION OF PAPERS BY MR. HUDSON, DR. SWINBOURNE AND MR. DURSTON

In answer to a question seeking a definition of CAE "role", Dr. Swinbourne commented that CAE might well mean "Collected Assorted Establishments." He discussed the concept of a "college profile" for each institution and indicated that course proposals would be checked against the profile, any departures would require further explanation.

Mr. Durston added that each college should identify its mission and work within it. Each college would make such an identification in conjunction with other relevant institutions.

Reaction was sought to the suggestion that State and Federal authorities should relax their controls to simple guidelines. Mr. Durston predicted a chaotic situation without the agencies, basically because at this stage he did not think that the internal governance of the colleges was strong enough to ensure their successful existence as separate individual entities.

Commenting on the claim of a previous speaker that the State co-ordinating bodies had displayed little initiative, Mr. Barnett, Registrar of the VIC, said that the VIC consciously relies on suggestions, advice, information and proposals which emanate from the colleges; the VIC's perception of the colleges being the sources of advice and the institution in which development should take piace. On occasions and for specific needs, the VIC takes initiative, but the VIC does not run the colleges; they are autonomous.

The question was raised about delegation of authority by the Commission on Advanced Education to the State authorities. Dr. Swinbourne replied that the Commission cannot delegate authority, but it can enter into agreed arrangements, e.g. guidelines for buildings. Another speaker advanced the view that a large degree of delegation was possible through the use of the conditions that could be attached to the special purpose grants to the States that now entirely fund tertiary education.

The two major points arising from the session were:

(i) Dr. Swinbourne's reference to the "college profile" concept and its possible future use at both national and State level;

(ii) Mr. Durston commented that "many of the institutions need to mature a lot yet." This was a theme that was to surface in a variety of contents throughout the conference.

5. THE ROLE OF AN INDIVIDUAL COLLEGE

H. S. Houston

The purposes of this paper are fourfold. First, to set the scene, an analysis of growth within the colleges of advanced education sector in Australia, and an attempt to raise some of the important questions confronting the colleges; second to explain, though briefly, the establishment and functions of the Canberra College of Advanced Education; to offer an account of programme development; and finally, to raise some questions for the future for us all. It is **not** possible, within the brief compass of time allowed for this paper to do justice to the many functions which Council and academic staff perceive for the Canberra College of Advanced Education. It is possible, however, to avoid getting into a **contretemps** with the social scientists among us over my understanding of the term 'role.'

By good fortune, the pre-conference papers (Appendix 1) contain an account by John O'Shea which grapples with the intricate concepts of governance, formal and informal organisations and maintenance and adaptive functions. Significantly, O'Shea has placed emphasis on the aspects of students and commonweal organisation frequently ignored in discussions of governance models. He writes:

> 'an institution of higher learning would be termed both a service organisation, the prime beneficiary being the students and a commonweal organisation since it provides a reservoir of trained manpower for societal power.'

This concept is central to the **modus vivendi** of advanced education. It is within this context that the rationale for the majority of programmes should be developed.

'Role' is an organising concept central to a number of disciplines within the social sciences. Sociologists (Merton, Frankenberg 1969, Dahrendorf 1968), social psychologists (Argyle 1967, Lindzey 1954) and anthropologists (Linton 1936, Mead 1934) all employ the term and bestow on it a generally-acceptable validity. In turning to organisational theory, however, one finds a general tendency to 'anthropomorphize' the organisation. The organisation is endowed with human-like qualities as if it were composed of nothing more than the collectivity of characteristics drawn from all those who work within it. (1). For this paper, I prefer to ignore this tendency and choose to define 'role' in terms of a particular institutional context. That is, that we perceive our role in the Canberra College of Advanced Education as our function. Simply, it is what we have been established to do and what we have undertaken to do. But it is complex. Within the typology used in organisation theory (Katz and Kahn 1968) it would have maintenance functions; adaptive functions and managerial political functions.

A succinct account of the conception and birth of the advanced education system was given by Harman and Selby Smith (Harman and Selby Smith, 1972) three years ago. It will be recalled, from that source, that Sir Leslie Martin (Martin 1964) proposed '. . . the establishment in each State of an Institute of Colleges' (ibid p. xv). Of all the States, only Victoria has established such an institute and within that State, the aggregation of teachers colleges into the State College of Victoria has come part way toward the rationalising of responsibility for post-secondary education (2). There were some fifty colleges of advanced education in 1972; there were, when this paper was drafted, (i.e. 1975) over ninety (3). While this increase might be directly attributable to such factors as increase in student numbers, promotion of appropriate and relevant courses, greater confidence in, and understanding of, advanced education by employers and communities, it is more than suspected that this proliferation of colleges had other root causes. Even the most a-political of academics and administrators have been quick to perceive the fiscal benefits which have resulted from the rapid translation of a large number of post-secondary institutions into a college of advanced education. Presumably, both for Australian and some State Governments, the change of name was politically opportune. In some colleges, however, the most discernible change appears on the college letterhead. Course content, personnel and purpose often remain just

as before. Through this change, the Australian Government was able to tighten its grasp on tertiary education; the State Governments, relieved of burdensome financial responsibility, were able to retain the determination and control of policy through their tertiary or higher education boards, and at the 'industrial' level there has emerged an unprecedented opportunity to gain parity of conditions, though not of public esteem, with the universities. Notwithstanding the adroit political manoeuvrings which occurred, the question of relative status and responsibility pointed to by Partridge (Partridge 1972) has not yet been resolved. He had written:

> 'But it would clearly be unrealistic to assume that the same approximate equality will exist amongst CAEs — between the large metropolitan institutions like the South Australian Institute of Technology, RMIT, the N.S.W. Institute of Technology or the Canberra College of Advanced Education, which might be expected, especially in certain technological and professional areas, to become major centres of very advanced teaching and research, and the very small and rather restricted CAEs which will, no doubt, become more numerous in country areas in Australia. It would be desirable if these country colleges devoted a good part of their effort to acquiring some of the functions and virtues of the better American community colleges.'

There is an urgent need to rationalise the responsibility for courses, not only **within** the advanced education sector itself but **between** the colleges of advanced education and the universities. To this, of course, may now be added responsibilities to be assumed by two other interest-groups-institutions concerned with further and technical education (i.e. ACOTAFE Colleges) and the proposed National Institute for Open Tertiary Education (NIOTE).

Within the advanced education sector, it is now possible to identify five distinct types of institutions:

Single purpose teacher training colleges.

Single purpose colleges other than teacher training colleges.

Multi-purpose metropolitan colleges.

Multi-purpose non-metropolitan colleges.

Conference of Advanced Education colleges. (4).

The colleges range in size from RMIT with an enrolment of 10,400 equivalent full-time students to the School of Forestry, Creswick, with 27, or Orange Agricultural College with 22. (5).

It can only be assumed that Governments are anxious to procure some rationalisation of tertiary education and that this might be seen as an evolutionary rather than a sudden or cataclysmic event. Tertiary education, as we all know, is an expensive business. It is in the general interest, as well as the educational, to secure this rationalisation as expeditiously as is possible. But if we are to aspire to accomplish this with minimal internal injury to the colleges and without severe dislocation in the tertiary system, there are a number of questions which should be squarely put. Some of these are:

> . . . should the undifferentiated nature of the advanced education system continue?
>
> . . . should the Australian and State Governments conjointly pursue the establishment of Institutes of Colleges in each State (see the Martin Report, 1964).
>
> . . . what is the future of the Advanced Education Conference?
>
> . . . what of the future for the single-purpose institutions (a) within metropolitan areas;
>
> (b) outside metropolitan areas?
>
> . . . what of the present single system staffing and salary structure?

Of particular interest to the Canberra College of Advanced Education is the question focussing on the 'seven'. This group of colleges, which accommodates thirty-five per cent. of student enrolments, and attracts thirty per cent. of recurrent expenditure is allocated under the States Grants (Advanced Education) Act 1974. This is a substantial proportion and could be taken as offering one means of tidying-up in part, the somewhat untidy infrastructure (above) within the advanced education sector. In a recent analysis of possible solutions to organisation and governance of tertiary education, three possibilities have been proposed (Sabine 1975):

> '1. Promote selected CAEs to university status.
> 2. Accept the fact that there will be classes of degrees on the pattern in the U.S.A. and group the better universities and CAEs into an 'Ivy League'.
> 3. Abolish the CAE system.'

Doubtless, other minds will be turned to these alternatives during the course of this Conference. I hope that what emerges may

provide important points of view for administrators and politicians who have, to the present, been singularly reluctant to come to grips with this hydra-headed creature of expansionism.

Conscious efforts must be made to resolve the difficulties which have arisen as the CAE sector has expanded. These are hardly insoluble educational conundrums. Answers can be found. For some, they may be distasteful. But unless those 'within' the system look objectively at the present circumstances and provide the answers, there is a distinct likelihood that the answers found will be those which are, in the simplest of terms, economic and political expediencies.

ESTABLISHMENT AND FUNCTIONS OF THE COLLEGE

Following the Report of the Burton Committee (1966), the Canberra College of Advanced Education was established by an Act of the Commonwealth Parliament. The Act provided for the College to be established as an autonomous institution governed by its own Council. Following a one-year period under an Interim Council, a permanent College Council was established in November 1968 under the Chairmanship of Douglas Frew Waterhouse, CMG, D.Sc., FAA, FRS, Hon. FRES FRACI. Council is required annually '. . . to furnish to the Minister a report of the operations of the College during the year . . . together with financial statements in respect of that year in such form as the Treasurer approves.' (6).

Unlike the States, there is neither a higher education board (e.g. Queensland) nor a tertiary education commission (e.g. Western Australia) in the Australian Capital Territory. Thus, the Canberra College of Advanced Education is the only college of advanced education within Australia which reports directly to the Australian Government through the Minister. Whether it will remain so if a third institution is established in the A.C.T. in the 1980's is still an open question.

It is probably, too, the only institution which can, in the strictest of connotations, be said to be both independent and autonomous. In the main, the purpose of the College was to cater for the needs of the Australian Capital Territory. (7). But from the outset it has also been recognised that the College would be required to help meet national needs by the provision of programmes (i.e. approved courses, non-award courses, consultant activities and applied research) in which the College held particular expertise. The functions as laid down in the College Act (ibid) are clearly specified. These are:

(a) to conduct, in the Australian Capital Territory, an institution for the provision of education and training of such kinds, and in such departments of science, technology, art, administration, commerce and other fields of knowledge or of the application of knowledge, as the Council, with the approval of the Minister, determines or as the Minister requires, and, in particular, education and training appropriate to professional and other occupations requiring advanced education;

(b) to use the facilities and resources of the College to advance and develop knowledge and skills in the fields with which the College is concerned;

(c) to award such degrees, diplomas and certificates in relation to the passing of examinations, or otherwise in relation to the education and training provided by the College as are provided for by the Statute; and

(d) to do anything incidental or conducive to the performance of the foregoing functions.

For the greater part, the programmes which have been undertaken have been vocational in character and in the initiation of each programme, due attention is given to manpower requirements for either the Australian Capital Territory or appropriate employment outlets. It is significant to note that under the terms of the College Act, the Minister may require the College to provide for any education or training as he determines. Although the Minister and his Department are well aware of the power and implication of this Section (Section 5) of the College Act, no occasion has yet arisen where a Ministerial direction has been implemented. The College, that is, has maintained its early sensitivity to social and vocational demand on its own initiative and has, at the same time, shown a concern for development as well as growth. (8).

GROWTH AND DEVELOPMENT 1969-75

Growth and development can be illustrated in terms of (i) Finance; (ii) Student and staff numbers; (iii) approved courses; (iv) non-award programmes. For each, the following tables require little elaboration.

TABLE 1

CAPITAL ACCUMULATION AND RECURRENT FUNDS 1967-1974

Year	Capital Accumulation	Recurrent Funds
1967-1968	828,768	170,100
1969	2,404,085	747,900
1970	4,996,260	1,155,125
1971	8,421,450	1,974,002
1972	10,777,418	2,751,542
1973	16,239,429	4,516,008
1974	(figures not certified at time of writing)	

TABLE 2

GROWTH OF STAFF AND STUDENT NUMBERS 1969-1975

Year	Academic Staff	Students	Students Staff (EFT)
	Persons EFT	Persons EFT	
1969	28 - 10	337 - 168	16.8
1970	97 - 54.7	980 - 604	11.0
1971	205 - 94.7	1633 - 1089	11.5
1972	230 - 139.5	2107 - 1484	10.6
1973	359 - 201.6	3016 - 2144	10.6
1974	360* - 228.7	3698 - 2600	11.4
1975 prov'l.	399* - 249.5	4822 - 3386	13.6

* Estimates only.

Sources: Bureau of Statistics, Commission on Advanced Education Statistics.

TABLE 3

APPROVED COURSES

Degrees	
Master of Education	(one year)
Bachelor of Arts in Accounting	(three years)
Bachelor of Arts in Administration	(three years)
Bachelor of Arts in Computing Studies	(three years)
Bachelor of Arts in Librarianship	(three years)
Bachelor of Arts in Mathematics	(three years)
Bachelor of Arts in Modern Languages	(three years)
Bachelor of Arts in Professional Writing	(three years)
Bachelor of Arts in Secretarial Studies	(three years)
Bachelor of Applied Science	(three years)
Bachelor of Applied Science in Applied Geography	(three years)
Bachelor of Education	(four years)
Diplomas	
Diploma of Statistics	(three years)
Diploma of Teaching	(three years)
Associate Diplomas	
Associate Diploma in Applied Science	(two years)
Associate Diploma in Mathematics	(two years)
Associate Diploma in Professional Writing	(two years)
Graduate Diplomas	
Graduate Diploma in Accounting	(one year)
Graduate Diploma in Administration	(one year)
Graduate Diploma in Computing Studies	(one year)
Graduate Diploma in Education	(one year)
Graduate Diploma in Librarianship	(one year)
Graduate Diploma in Secretarial Studies	(one year)
Graduate Diploma in Special Education	(one year)
Graduate Diploma in Operations Research	(one year)

NON-APPROVED PROGRAMMES AND COURSES IN PROCESS OF GAINING ACCREDITATION

Course	Year of Introduction
Development Education Tertiary Certificate	1973
Counsellor Education — Graduate Diploma	1975
Interpreters/Translators — Graduate Diploma	1975
Recreation Planning — Graduate Diploma	1975
Nursing Science — Associate Diploma	1975
Special English Language Fellowship	1971

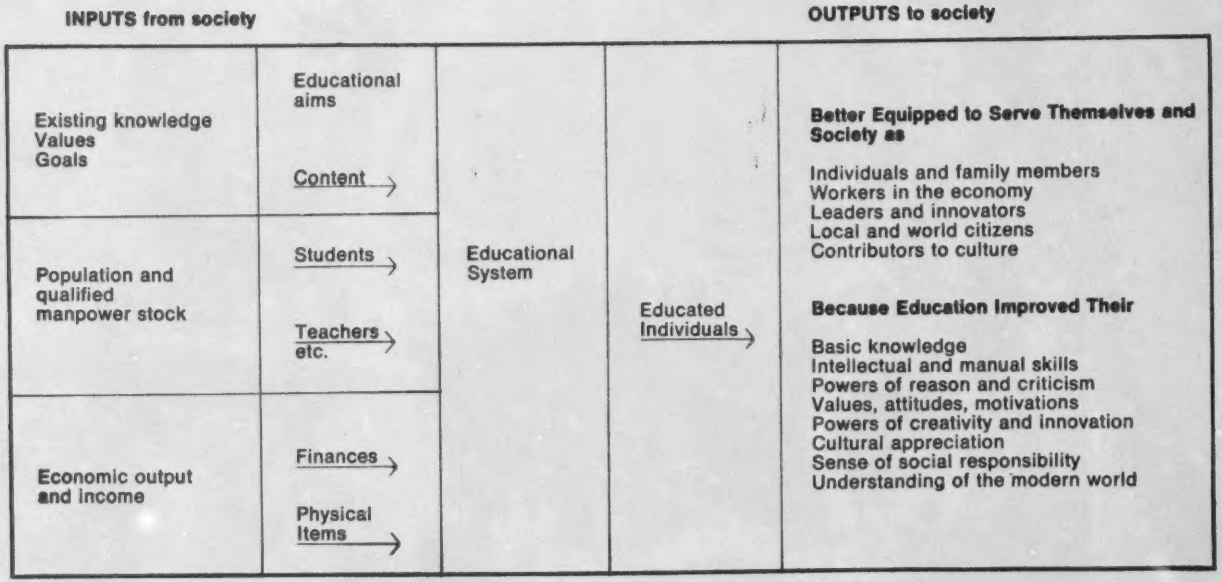
PROGRAMME DEVELOPMENT

One way of looking at the development of programmes within educational systems and institutions is to use a systems analysis model (Coombs, 1968). Many will be familiar with this concept. But at the risk of being wearisome, the basic proposition as explained by Coombs is that systems analysis functions

> '. . . as a wide angled lens trained on an organism so that it can be seen in its entirety, including the relationships among its parts and between the organism and its environment' (ibid).

It does not entail detailed mathematical expression, but develops an input process output paradigm. The diagram (below) develops this in more detail:

INTERACTIONS BETWEEN AN EDUCATION SYSTEM AND ITS ENVIRONMENT



This model has been used successfully in developing a number of new courses within the past two years. Predictably, because the College is unashamedly vocational in purpose, we have tended to look at the output criteria first taking account of the basic knowledge and skills required as well as considering other places (or ways) in which the necessary on-the-job skills are acquired. This is laborious, time-consuming and often frustrating work, but unless it is thoroughly done, all kinds of attendant consequences can follow.

There are two broad categories of programmes developed in the Canberra College of Advanced Education: (i) approved courses; and (ii) non-award programmes. Before describing, by example, how each of these is initiated, two tasks have to be undertaken. First, in quick outline, the organisational structure of the College. Second, a clarification of College terms.

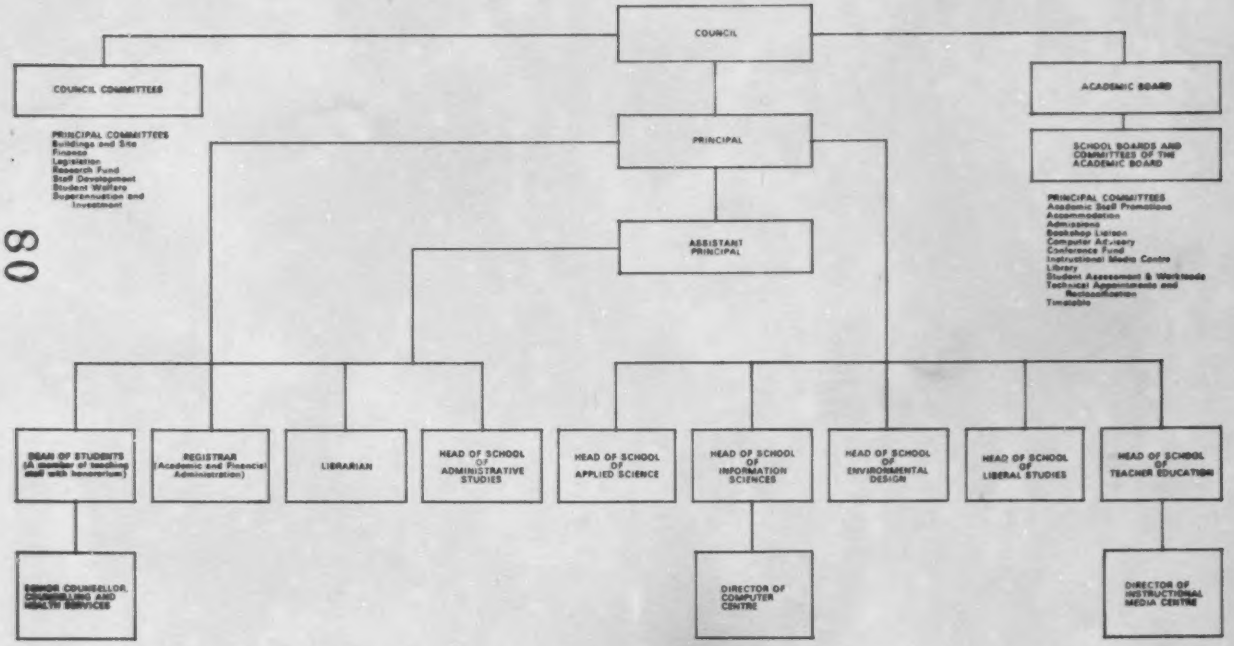
1. **The Organisational Structure.** This is best illustrated by the chart (attached) which shows the composition of the College Council, Academic Board and School Boards. There are, of course, (i) **Committees of Council**: (e.g. Buildings and Site, Financial Assistance to Needy Students, Finance, Legislation, Research Fund, Staff Development, Student Welfare, Superannuation and Investment); (ii) **Committees of Academic Board**: (e.g. Academic Staff Promotions, Admissions, Appeals, Bookshop Liaison, Computer Advisory, Conference Fund, Field Classes, Field Station Policy, Instructional Media Centre, Policy, Library, Organisation of Academic Programmes, Sports Centre, Student Assessment and Workloads, Teaching of English to Overseas Students, Technical Appointments and Classification, Timetable); and (iii) **Course, Year and Disciplines Committees within each School**: (e.g. (a) Recreational Planning Course Committee has members from the disciplines of Sociology, Administration, Biology, Education, History, Landscape; (b) Year 2 Planning Committee in Teacher Education has participating staff, plus students and staff involved in Year 1 and Year 3 courses; (c) the School of Administrative Studies has Disciplines Committees for Accounting, Administration, Economics, Law, Social Sciences).

2. **Clarification of College Terms.** For present purposes the only terms which require clarification are:

Course: a course is an arrangement of units, successful completion of which satisfies the academic requirements for an award.

For example: The Bachelor of Arts degree in Professional Writing requires eight units in Professional Writing/Journalism (i.e. a 'major'), six units in a second major from any School in the

GENERAL ORGANISATION — OCTOBER 1973



College, six elective units. Of the twenty (20) units required for the degree, not more than nine (9) may be introductory level units (i.e. Level 1 or 2).

A programme: (of work) is a set of learning experiences or events which need neither be composed of units nor lead to an award.

Example: The Tertiary Certificate in Development Education is an externally-funded one-year programme for experienced indigenous teachers from Papua New Guinea. The programme requires some appropriate College units to be undertaken, visits to and teaching in ACT and other schools, participation in staff seminars, planning groups and occasional work with tutorial groups, the presentation of a curriculum project or other approved submission.

3. **Course Approval and Accreditation.** Each programme, whether an approved course or non-award programme is subjected to various levels of scrutiny. In the States, the Advanced Education Boards (e.g. South Australia), Tertiary Education Commission (e.g. Western Australia) or Higher Education Board (e.g. NSW) assume responsibility for the approval and accreditation of courses; the Australian Council on Awards in Advanced Education (ACAAE) is responsible for national registration of all awards.

Requirements for the Canberra College of Advanced Education are no less rigorous than in the States. Course proposals are subject to considerable scrutiny. But in the Canberra case, the relationship between the College, the Department of Education (for the Minister) and the Commission on Advanced Education, is more complex and interactional than in the States.

Section 5 (a) of the College Act requires the approval of the Minister before a course can be offered.

The Commission on Advanced Education, however, has the responsibility for advising the Minister on any course submitted for financial support with respect to:

(a) the existing distribution of like-type advanced education courses generally in Australia; and

(b) the community need for any such course.

The proposal is examined in detail by the Commission's Courses Committee. Once satisfied that the course meets the needs for the ACT, the Commission forwards the proposal to the Department with a recommendation. The Department, in turn, considers the proposal and may recommend further alterations or amendments prior to advising the Minister. The Minister, after receiving the advice of his Department will then make a decision

in terms of Section 5 (a) of the Act. If approved, the course may then be offered. **This completes the procedures for course approval.**

Before the College can grant an award for the course undertaken, an accreditation submission must be developed through the following steps:

. . . Initiation of accreditation submission (usually by a Head of School or Principal Lecturer).

. . . establishment of a course committee (usually the appropriate Head of School, Principal Lecturer and staff concerned with the discipline, senior staff of other Schools, 'outside' persons of recognised academic standing in the discipline, persons from the relevant professional or employment sector(s)) which considers course structure, syllabus assessment and evaluation.

. . . Board of Studies (within the appropriate School(s)) considers the design of the course, its 'goodness of fit' within the College structure, student and staff contact hours and workloads.
. . . Academic Board with its major responsibility for academic matters must consider and endorse all proposals before submission to

. . . Council which further scrutinises the proposal before submitting it to

. . . the ACT Committee on Awards in Advanced Education. This Committee will advise the Minister on the standard and content of the proposed course and the type and level of the award which should be offered. Normally, the Committee appoints external assessors or moderators as advisors on course structure and content. It may recommend changes which must in turn, be referred back to the College Council. Once the Committee finally and favourably assesses a course, it then recommends the course for accreditation to

. . . the Minister for Education who informs the College of his decision on (i) the level of the course, and (ii) the title of the award to be granted.

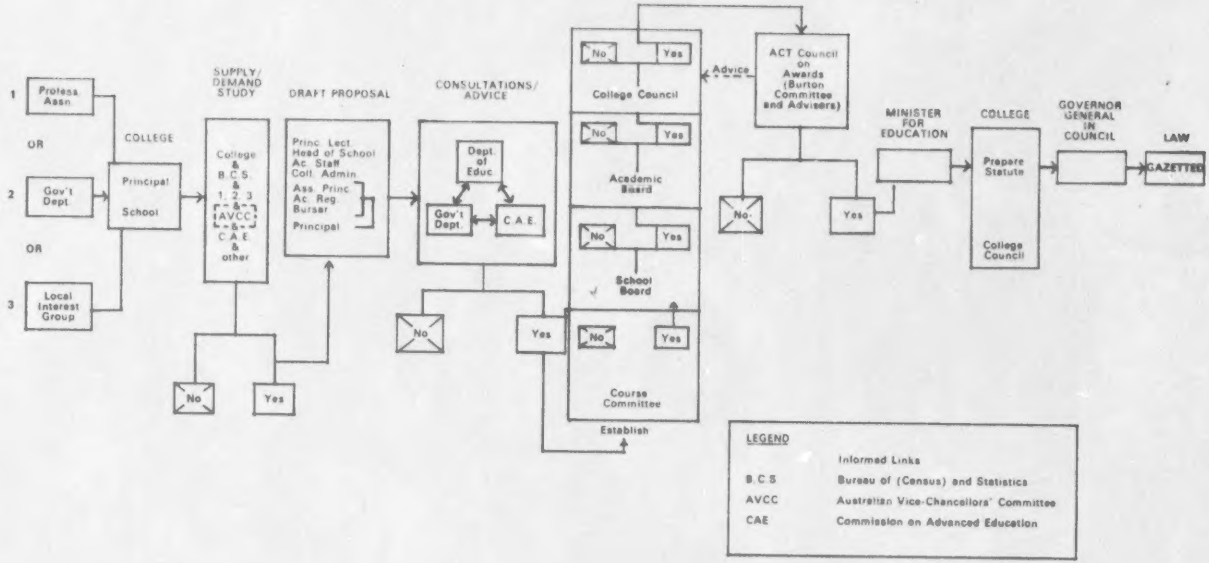
. . . the College then has a Statute prepared in accordance with Section (21) (1) of the College Act. The Statute is

made by the Council;

approved by the Council;

sealed with the seal of the College;

APPROVAL AND ACCREDITATION OF AWARDS (DRAFT MODEL)



transmitted (by Council) to the Governor-General in Council;

approved by the Governor-General on the recommendation of the Minister; and

gazetted in the Australian Government Gazette and on such notification has the force of the law.

These procedures outline how the College has remained sensitive to community needs in introducing approved award courses. The significant elements within this pre-course preparation are:

. . . determination of supply and demand of personnel in the relevant field.

. . . the work of the course committee.

. . . the discussions between the course committee, its advisors and the ACT Committee on Awards in Advanced Education (and its appointed accreditors).

Normally the procedures now require six to eight months prior to the introduction of the course. The College has become more expert in the process and now usually calls for basic statistical information on employment needs (from the Bureau of Statistics), from employment sectors and the Public Service Board.

4. **Non-Award Programmes.** With 'one-off' and externally-funded programmes, the process is shorter and quicker. The College must be sufficiently adaptable, flexible and responsive, to be capable of mounting programmes of this nature expeditiously. As an example of this 'tooling up', a number of special projects were developed between November and March 1975. These are delineated as follows:

TABLE 1

NEW EXTERNALLY-FUNDED PROJECTS 1975

Name of Project	No. of Students	Funding Source
Special English Language Fellowship	36	ADAA*
Commonwealth Co-operation in Education	15	ADAA*
Graduate Diploma in Interpreting/Translating	37	Dept. Labor and Immigration
Graduate Diploma in Recreation	21	Dept. of Tourism and Recreation
Graduate Diploma in Counselling	12	ACT Education Authority
Tertiary Certificate in Development Education (PNG)	10	ADAA

* Funded on a year-by-year basis

These projects represent an increasing significance in the work of the College. There are other developments which have also been significant:

— continuing education courses run in conjunction with the Centre for Continuing Education at the Australian National University;
— short courses/refresher courses in such diverse areas as calculus, medical education, cestode technology, remedial reading, water analysis, park management, local government, management courses for trade union officers, intensive language courses in Chinese and Spanish;

— seminars and 'teach-ins' in librarianship, religious education, educational planning, computer programming, music education.

FUTURE DEVELOPMENT

In the forthcoming (1976-78) triennium, the College will further develop its provisions for continuing education with academic and administrative appointments. Directions in which these positions will fall are yet to be decided. But it is clear that local, State and national (9) groups will need to be provided for. The College has accepted most reasonable tasks requested. Clearly, it has a diverse role to perform. Without the continuing energies expended by its staff and the encouragement offered from outside agencies,

this role would have been too difficult to realise. While this may point to the a-typicality of the Canberra College of Advanced Education, it may also raise questions for other institutions looking to their roles within the burgeoning world of tertiary education and technical and further education (10) (the TAFE sector). Some of these questions are:

1. Does the institution see itself possessing local capabilities (if metropolitan), regional (if non-metropolitan) or national capabilities?

2. Has the institution adequate space, capital resources (library, computing, human resources — academic staff and support staff) to realise the aspirations it sets?

3. Has the higher education authority within the State given approval for financial support to develop programmes along the lines proposed?

4. Are there other institutions in the State, or Australia, which are better able to mount the programmes? Had the necessary appraisals been undertaken of State/national provision and on supply and demand of personnel?

5. Do the academic staff fully appreciate that their new roles and parity of status (in salaries and conditions) with the universities, carry added responsibilities, changes of work patterns and demands for improvement in levels of expertise?

6. Do governing boards (now largely autonomous) perceive the full consequences and implications of open advertisement for academic and administrative positions?

Without adequate answers to such questions, the role(s) of the individual college(s) and the CAE sector within the educational system could well stultify. Unless dynamic answers are found, the status of the colleges of advanced education will inevitably deteriorate. There is no way that an individual college will gain status and esteem unless it works for it. There was once a saying 'Load up your asses, strive on your camels and go to the Promised Land.' There is no way that boards of governors, academic staffs and administrators will gain a place in the sun with a modern adaptation of the old biblical saw 'Sit on your asses, light up your Camels and you will be given the Promised Land.'

NOTES ON TEXT

1. See also Katz and Kahn (1968) p. 122.
2. As there are some sub-tertiary courses contained within V.I.C. institutions and others are maintained by Australian Commission on Further and Technical Education (ACOTAFE) funds, post-secondary is preferred to tertiary in this instance.
3. This figure includes 12 non-government teachers colleges also provided with grants under the State Grants (Advanced Education) Act 1974. In 1975 recurrent funds available to these colleges are $3,558,320.
4. These seven colleges, CCAE, NSWIT, QIT, RMIT, SAIT, TCAE and WAIT have enrolments of 38,000 students (rounded) representing 35 per cent. of the total enrolments in colleges of advanced education.
5. Preliminary student enrolments 7 February 1975.
6. Canberra College of Advanced Education Act 1967-73, Section 30.
7. The percentage of full-time students from outside the A.C.T. has ranged between 43%-55% in the 1970-75 period.
8. In this context, growth is an increase in *size*; (as shown by student enrolments); development an increase in complexity (as shown through the characteristics of courses).
9. In 1974, 48% of F/T students came to CCAE from outside the Canberra-Queanbeyan area. Approximately 40 per cent. of the 1975 enrolments are graduate students — a higher proportion than any institution in Australia.
10. This subsumes the type of short-course re-training and advanced level training which have been described as 'quaternary-level' courses.

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SOME NOTES ON A PLENARY DISCUSSION FOLLOWING DR. HOUSTON'S PAPER

When asked regarding possible growth of tertiary institutions in Canberra, Dr. Houston stated that a feasibility study regarding growth patterns will be undertaken. He discounted the notion that Canberra College of Advanced Education will become involved in medical training; however, at this stage, it looks as though there will be courses offered for the allied health professions including Nursing Science and Medical Technology.

Dr. Houston indicated that most likely a third institution will be developed but it is not clear whether it will be a second university, a second college of advanced education, a "shop-front" university, or a community college.

Mr. McCusker suggested that, consistent with the official community orientation of colleges of advanced education, colleges such as Canberra College of Advanced Education, should provide short courses over a short term if a strong community need for such courses can be clearly established. Dr. Houston agreed with Mr. McCusker's suggested policy and stated that Canberra College of Advanced Education has, on several occasions, reacted to short-term proposals put forward to them by Commonwealth departments. As an example, he stated if a professional association devised a proposal and could guarantee fifteen students per year, they would give close consideration to providing a course. Dr. Houston emphasised, however, that a strong case establishing a need for such a course must be presented. He emphasised that the Canberra College of Advanced Education does not intend to usurp the role of State colleges and in the last resort, any development would be evaluated, not only in terms of established needs, but in terms of the resources the College has available.

When asked how the Canberra College of Advanced Education assesses a proposal, Dr. Houston indicated that the following considerations were made:

(a) in the light of the College profile;

(b) in light of alternative courses available in Australia;

(c) in light of national and local needs;

(d) as a national oriented College, in light of current Government initiatives.

When asked about the meeting of Directors of central institutions of technology, Dr. Houston played down the significance of the

group and indicated that it was a loose confederation and did not speak with one voice to either the Commission of Advanced Education or the Government.

Furthermore, Dr. Houston emphasised that the Canberra College of Advanced Education faces the same procedures as any other college in respect to the accreditation of awards and the allocation of resources; however, he did point out that the College makes its case directly to the Minister, but he assured the group that the accreditation process was no less arduous than that for other colleges.

Finally, when referring to growth patterns for the Canberra College of Advanced Education, Dr. Houston stated emphatically that the College will not increase its residential capability beyond a reasonable level.

6. CURRENT TRENDS AND ISSUES IN THE GOVERNANCE OF AUSTRALIAN COLLEGES OF ADVANCED EDUCATION

C. Selby-Smith and G. S. Harman

A traditional approach to the discussion of the governance of post-secondary educational institutions has been to pose the thesis of autonomy against the antithesis of co-ordination as a framework in which to discuss the synthesis appropriate to the particular system under discussion. Useful insights have been obtained on the basis of this approach and it still has much to commend it as a means of organising the arguments for and against particular possibilities which may be under discussion for the governance of CAE's whether at national, State or institutional level.

Autonomy to inquire freely, to discuss objectively and to reach conclusions based on the evidence has long been argued to be a necessary condition if universities are to adequately discharge their social responsibilities, and recently the argument has been applied more generally to other post-secondary institutions such as CAE's. We believe that this is currently the dominant view in Australia and we see no broadly-based overt opposition to its continuance. On the other hand, the degree of autonomy enjoyed by CAE's tends to be appreciably less than that traditional in Australian universities. For example, there has tended to be substantially more participation by State Governments and instrumentalities in

matters relating to CAE's than in the universities. And in some States the co-ordinating authority has very substantial power, both **de facto** and **de jure,** over CAE decisions, not only on the overall financial provision — which is inevitable, given the present system of public support for so costly an enterprise — but also on such matters as the internal deployment of resources, the approval of courses and awards, staff establishments and the conferring of awards. Indeed, it could well be argued that the present systems of administering CAEs (at least in some States) involve very considerable participation in the internal decision-making of the individual college and that in certain States the co-ordinating authority has considerable similarities to the central organisation in a multi-campus tertiary institution. Perhaps it should also be recognised that quite apart from the possible need to infringe the autonomy of individual CAEs while the CAE sector was relatively new in the interests of its nourishment and growth — a temporary need the justification for which may now be substantially reduced — there remain considerable doubts about the wisdom of giving CAEs the same degree of autonomy as is traditional in Australian universities, partly because of the much greater variation between institutions in the CAE sector, and partly because of the danger of academic drift, evidence of which is already available only a decade after the Report of the Martin Committee in 1964/65, (1) and the difficulties of maintaining continuing stability in a publicly managed status system.

The need for co-ordination is no less obvious than the need for a substantial measure of institutional autonomy. In 1972 Australia had almost a hundred tertiary institutions, of which only fifteen were universities, and since then new CAEs have been established or proposed. Couple this with the importance of the supply and demand of skilled manpower, the history of differing State priorities, the very heavy costs of public support for advanced education and the assumption by the Federal Government of the full financial responsibility for tertiary education from January 1974 and it is obvious that the autonomy of the CAEs cannot be absolute. There are difficult and important problems of co-ordination at both State and national level. For example, there is the problem of the appropriate balance between advanced education and other sectors of education. There are numerous problems concerning aspects of the balance within advanced education, e.g. between States, between single-purpose and multi-purpose institutions, between large and small institutions, between country and city colleges or between different types and levels of course. A third example concerns the balance between educational needs in general (and those of advanced education in particular), and

the pressing needs which exist in other areas of public responsibility — and indeed in the private sector, too.

In this paper we attempt to isolate some current trends and issues which we believe are of particular importance for the governance of Australian CAEs, and we then attempt to explore some implications for governance at institutional level, at State level and at national level. The paper is divided into six sections, of which this Introduction is the first. The second section of the paper identifies five current trends and issues which may have significant implications for the governance of Australian CAEs over the next five to ten years. The next three sections consider implications of these trends and issues for the governance of CAEs at individual institution, State and national levels. The final section presents our overall conclusions but it is perhaps appropriate to emphasise here our scepticism about any single correct answer, and our belief in the need for a careful weighing up of a variety of different factors in the circumstances of a particular situation, the need for flexibility over time and a judicious balance at a point of time. In short, we believe that the problem is not amenable to a single, technical, once-for-all solution, but requires the highest level of administrative skill and may require continuous reinterpretation.

SOME CURRENT TRENDS AND ISSUES RELEVANT TO THE GOVERNANCE OF C.A.E.'s

In this section we identify five particular trends or issues which appear to have important implications for the governance of CAEs. The first is the rapidity of growth in the CAE sector over recent years, and contrasted with this is the suggestion in the Borrie Report (2) that the rate of growth of the Australian population will decline markedly over the next twenty-five years.

Since the Martin Report of 1964/65 the growth of the CAE sector has been one of the most striking features of tertiary education in Australia. Although the universities increased in number of institutions, in staff and students, the growth rate was very much faster for the CAE sector. Whereas in 1967 there were 37 CAEs enrolling 32,231 students (3), by 1972 there were 44 institutions with 53-516 students. From July 1973 the former single-purpose government teachers colleges entered the CAE sector and were funded on the same matching basis as then applied to other CAEs and to universities. This substantially increased the size of the CAE sector — although it rendered advanced education as a whole very much more exposed to fluctuations in the demand

for teachers — which was growing quite apart from this influx of new institutions. In 1974 there were 77 CAEs which enrolled 107,192 students. The number of students in CAEs (including teachers colleges after July 1973) was 34 per cent. of the number in universities in 1967, 42 per cent. in 1972 and 75 per cent. in 1974 (4).

The extremely rapid rate of growth in the CAE sector has involved significant problems, not all of which have yet been fully overcome and some of which (e.g. hasty appointments to senior positions) could have unfortunate implications for a number of years into the future. More relevant for this paper, however, is the suggestion that this era of rapid growth is nearly over. We do not intend to discuss in detail the methodology used by Professor Borrie, nor to examine at all precisely whether alternative statistical procedures would yield very different enrolment projections. However, if his calculations can be used as a basis for our discussion they imply a much less rapid rate of growth in student enrolments than has generally been anticipated. For example, on the basis of the more pessimistic assumptions made by Borrie enrolments in universities and CAEs (5) would only grow by some 6,000 over the 25-year period 1976 to 2001, i.e. by about 60 per tertiary institution existing in 1972. Even assuming net immigration at 50,000 p.a. and more reasonable assumptions about possible increases in the participation rates for universities and CAEs Borrie's calculations suggest that enrolments in universities and CAEs together will rise by no more than 90,000 over the 25-year period. This implies an average increase of less than a thousand students per tertiary institution in existence in 1972. It takes no account of new institutions already planned or announced, such as Griffith, Murdoch or Deakin Universities or those at Campbelltown and Albury-Wodonga (or Knox, Waneroo and elsewhere in the CAE sector). If there are 90,000 additional enrolments between 1976 and 2001, and if each of these five new universities enrols 8,000 students and new CAEs enrol 2,500, there will be less than five hundred additional students over 25 years per tertiary institution existing in 1972 (i.e. about 20 p.a. per institution).

It is hardly necessary to emphasise what a striking contrast this presents to the CAE situation which has actually occurred over the recent past. The change could have major implications for the governance of advanced education. For example, it would tend to sharply reduce the flexibilities afforded by rapid growth, it would seriously undermine planning which was based on the expectation of continuing growth and it could lead to increasing attention

being paid to the deployment of resources rather than merely with the use of additional resources. It could cause marked difficulties if —as Borrie's estimates suggest — there were marked oscillations not only in the growth rate of student numbers but also in absolute enrolments. There could be particular problems in teacher supply and a marked reduction in the demand for additional teachers could have especially serious effects for certain institutions which are heavily dependent on the initial preparation of intending teachers. There could be further difficulties in the balance between institutions, and increasing the size and viability of new or small colleges may prove to be more difficult in the light of Borrie's projections than was previously expected. It will also tend to affect the age structure of staff with implications for college governance, and there are likely to be greater difficulties in raising the proportion of staff or students from disadvantaged groups, whether women, migrants, aborigines or the poor. As if these examples of direct effects were not complicated enough in their possible implications for aspects of the CAE sector, especially its governance, there remain the probable indirect effects, for example, through the increased proportion of older people in the Australian population if Borrie's projections prove to be accurate. Such alterations could profoundly affect the structure of society, its attitudes, values and priorities. These changes in turn could substantially alter the purpose advanced education was expected to pursue and the resources it obtained for doing so.

Second, there is the problem — and it is not only a problem for governance — of a large number of CAEs for a relatively small number of students. For example, in 1974 there were 16 universities (6) which enrolled 142,859 students and 77 CAEs which enrolled 107,192 students. Thus the average number of students per institution was 1,392 in the CAE sector, or only 15.6 per cent. of the average in the university sector (8,929). Although some of the CAEs had substantial enrolments, RMIT having 10,390 and WAIT having 9,227, only in two CAEs were enrolments as large as in the average university, while in many CAEs enrolments were very small indeed. In 1974 11 CAEs enrolled less than 200 students, 22 enrolled less than 500, 44 enrolled less than 1,000 and 64 enrolled less than 2,000.

This large number of institutions which on average were of relatively small size, were also considerably more dispersed than the Australian universities. In 1974 only the University of New England and the James Cook University in Townsville were located outside a major centre of population (greater than 100,000), whereas of the 77 CAEs 22 were located outside cities

with a population of 100,000 or more. This has important implications for governance, not only because of its effects on staff, students and administrators, but also because of its effects on the relations between a college and its community and on its decentralisation impact, both economic and non-economic.

A further feature of these institutions is also relevant to their governance. Many of them are heavily dependent on a single discipline, vocation or area of study. This is true of the single-purpose colleges, such as the former teachers colleges, the agricultural colleges, the para-medical institutions, or the conservatoria of music, but it is also true that many multi-discipline and multi-school colleges are, in fact, heavily dependent on one area, especially the initial preparation of teachers. If the need for additional teachers falls substantially, as the Borrie Report suggests it may, these institutions could be in difficulty obtaining adequate numbers of students. Many of these colleges have traditionally had students allocated to them, and not all have fully adjusted to the new situation in which they may need to compete for students. Finally, these colleges have traditionally concentrated heavily on initial preparation. In future they may need to consider paying more attention to external study, to retraining, in-service education and refresher courses, and this could have important implications for their governance.

Third, there is the issue of the appropriate roles for various groups in CAE governance, ranging from administrators to students, from academic to non-academic staff, from Federal to State Governments, and from the general public to specific interest groups. Not so long ago in Australia the roles of particular groups and of State and Federal Governments in the governance of tertiary education were more or less settled and seldom challenged. But this is no longer the case. A new mood of questioning traditional authority patterns and roles, of challenging established procedures, and of making demands for greater consultation and participation has affected many areas of life, including tertiary education. Other changes have also occurred as a result of the growing size and complexity of institutions, changing patterns of government involvement in different aspects of social and economic life, and changing styles in public administration.

In the CAE sector the challenge to traditional roles has taken a number of different forms. First, there have been demands by academic staff and students in particular for greater consultation, for increased participation in decision-making, and for more substantial representation on college councils and co-ordinating authorities. In general CAE staff and students have been much

more restrained than their university colleagues in making such demands, but it is important to recognise that these demands have been and are being made. Second, there have been various criticisms of the composition of college councils and co-ordinating authorities. Some such as Birrell have seen the heavy concentration of representation from industry and government as part of a neo-capitalist conspiracy to mobilise 'human and natural resources . . . in direct pursuit of corporate ends.' (7). Others, perhaps less radical in outlook, have been more concerned about balance between the interests and occupational groups represented on college councils and State advanced education boards. Third, within colleges there has been some questioning of the methods used to select senior academic staff, and their tenure of office. For example, it has been suggested that academic staff should have a much larger say in the appointment of heads of schools, deans, departmental heads and even principals, and that such appointments should be for fixed periods, rather than until the appointee reaches retiring age.

All this raises the question of what the appropriate roles should be for the different groups having a clear and legitimate interest in advanced education. It also raises questions concerning what criteria should be used in deciding which groups should participate in decision-making and be represented on councils and boards, and what the real functions of councils and co-ordinating authorities are and should be.

Fourth, there is the fascinating problem of Federal-State relations. In recent years there has been a growing involvement by the national government in matters which were previously considered to be primarily the responsibility of the States. There were numerous cases in which the growing participation of the Australian Government was justified not by reference to the constitutional division of powers but rather by appeals to the need for national policies, by the alleged inadequacy of State Governments in discharging their responsibilities and by the financial dominance of the Federal authorities. Education is one such area, but it is certainly not the sole example, while within education the Australian Government has extended the support it was already providing in some sectors (such as advanced education) as well as taking steps to participate in the provision of education at school level where its commitment had previously been more modest. Prior to the Second World War education was almost wholly funded by the respective State Governments, Commonwealth participation being confined to special cases such as in Commonwealth Territories, in the armed forces or as subsidiary to various powers

conferred upon the national government under the Constitution. In the late 1950s the Commonwealth set up the Australian Universities Commission and provided support for capital and recurrent expenditures on a matching basis (up to agreed maxima). In the mid-1960s the CAE sector was established, and from July 1973 the former single-purpose government teachers colleges were incorporated in the CAE sector as autonomous institutions and on the basis of the formulae which then ruled for matching support to agreed programmes of capital and recurrent expenditure. From January 1974 the Australian Government assumed the full financial responsibility for tertiary education, compulsory fees were abolished, there commenced a substantial programme of financial assistance to schools, both government and non-government, while during 1974 the Kangan Report (8) recommended substantial expenditure on technical and further education as well as the establishment of an appropriate Commission. Thus, there has been a growth of involvement by the Australian Government, especially over recent years, there is a greater degree of national involvement at the higher levels of education, and the form of involvement has primarily been financial with some important co-ordinating and policy recommending bodies also being established.

On the other hand, the States still remain substantially involved in the organisation, support and development of education in Australia, even in tertiary education which (as already noted) is wholly funded by the Federal Government. Constitutionally education is a matter of State responsibility, although S.96 gives power to the national Parliament to give grants to the States on whatever conditions it considers appropriate, and the full implications of an amendment to S.51 (the 'benefits to students' power) have not yet been conclusively demonstrated. Yet each tertiary institution located in a State is set up under State legislation, is located on State land, is subject to State law and so on, and in advanced education the State co-ordinating authorities play a highly significant role in, for example, financial allocations, course accreditation, or determining the establishment for academic and non-academic staff in each existing college, or in discussions concerning the foundation of new colleges.

Thus both State and Federal Governments remain important participants in the organisation, development and support of advanced education. With the advent of full financial support from the Australian Government it seems likely that the role of the Federal authorities will tend to increase, but this should probably not be interpreted as implying that the role of the State authorities will become unimportant. Perhaps a clearer view of the respective

roles and influence of the State and Federal authorities will be possible after the triennial recommendations for 1976-78 become public and after the final decisions on finance and implementation emerge during the second half of 1975. The planning procedures for the coming triennium are occurring in a new situation which is significantly different from that which has ruled for earlier triennia. For example, the real decisions on resource availability and on general priorities were formerly taken substantially at State level, whereas they are now more likely to be taken at national level, with each State being concerned to maximise its share of the available resources (and also perhaps to increase the total funds made available).

The fifth issue, which is closely related to aspects of the problem which has just been discussed, concerns the priorities to be established between public and private needs, between public sector needs in education and elsewhere, and between alternative uses of resources within education (especially between the sectors). We are also concerned here with the means by which these priorities are to be implemented. Clearly this is a very complicated question either at State or national level, and it becomes rapidly more complex as the interrelationships between State and national policies are allowed for, as the different practices and priorities of individual States are introduced and as the current lack of candour and co-operation are acknowledged.

At the national level it seems inevitable that the separate requests for the 1976-78 triennium prepared by the various education commissions will, in total, exceed the supply of funds which Treasury and Cabinet (or the taxpayer) is prepared to accept. Let us assume that the requests from the Commissions total about $6,000,000,000, that this is more than they will eventually be allocated and that separate strategies have been pursued by the different Commissions when finalising their requests. For example, perhaps the Schools Commission will largely endorse a wide-ranging package of requests made to it by a variety of interested parties, whereas the Universities Commission or the Commission on Advanced Education may elect to severely prune the requests made to them, and to include in the programme they recommend for Australian Government financial support, only those proposals for which they believe they can make an extremely strong case. There are two problems which are then of particular interest in this paper (and which are considered in more detail in Section 5): first, who will decide how heavily the education requests shall in total be cut?; and, second, how will these reductions be allocated among the various bodies requesting assistance and who will make these decisions?

IMPLICATIONS FOR GOVERNANCE AT INSTITUTIONAL LEVEL

The trends and issues set out in the previous section have many important implications for governance at the level of the individual college. We are unable to deal with them all here, but we will look at the implications for three particular areas of importance.

First, there is the problem of each college developing administrative structures and forms of governance appropriate to its size, purposes and spread of disciplines. We have noted that diversity is a key characteristic of the college sector. Colleges vary greatly in size, range and level of courses, past history, orientations toward particular professions or industries, and links with particular government departments or agencies. There is also a marked difference between multi-purpose and single-purpose institutions, and between multi-campus and single-campus institutions. Yet it seems that often insufficient allowance has been made for these differences in designing administrative structures and forms of governance, and in deciding on representation on councils and academic boards and committees for new colleges or colleges moving toward autonomy under councils. In many cases there has been a marked tendency to replicate the arrangements in one of the larger metropolitan institutes, or in a university. Of course, there are good reasons for this. In many cases there has been little time to make these decisions, and often with new institutions it has been optimistically assumed that it is only a matter of time before they become large institutions along the lines of RMIT or WAIT.

In smaller colleges, particularly in regional areas, it may well be necessary to review the structures that have been developed in the light of realistic projected growth rates and the particular needs and characteristics of the college. At least in some cases, there is good reason to believe that present structures are too heavy and complicated, too impersonal and bureaucratic, and that they fail to maximise the considerable advantages of small size. We would emphasise that there are real advantages latent in a smaller college, though, of course, there can be disadvantages too. In a national survey of college academic staff conducted as part of the Regional Colleges Project (9), we found that academic staff in colleges generally are very conscious about the size of a college, and that a large proportion of them place high value on the friendly and intimate atmosphere found in smaller institutions. Ideally, administrative machinery in smaller colleges should be structured so as to be as personal, relaxed and informal as possible, and there should be a minimum degree of bureaucratic complications.

There also appears to be a need for review of current arrangements in multi-school colleges with schools of teacher education. From our observations in different States we are of the opinion that teacher education fits uneasily in many multi-school colleges today, and we have noted numerous cases of conflict between teacher education schools and other schools in such institutions. Teacher education in multi-school colleges is still a relatively new phenomenon for Australia. Over the years in all States the practice was for primary teachers to be trained in single-purpose teachers colleges, while the training of secondary teachers was generally shared between university schools of education and teachers colleges. With the development of the CAE sector, two major questions faced governments and teachers colleges: should teacher education schools be developed in new and existing multi-school colleges?; and should existing teachers colleges become autonomous single-purpose CAEs, or should they be broadened to become multi-school colleges? On the one hand, some argued for teacher education only in multi-school colleges on the grounds that larger colleges tend to be more economical and educationally worthwhile institutions, that prospective teachers would benefit from association with other students, and that teacher education schools would give a better balance of the sexes and of disciplines in institutions with a strong technological bias. On the other hand, many staff members in teachers colleges asserted that the preparation of teachers is best done in special institutions where a sense of devotion to the needs of children can be developed without interference and where small closely-knit staffs can present integrated programmes of studies, linking academic, personal development and professional strands. In time both Commonwealth and State Governments generally opted for multi-school institutions which included teacher education schools, or for absorbing government teachers colleges in multi-school colleges rather than keeping teachers colleges separate. The special committee of enquiry into teacher education chaired by Dr. S. W. Cohen made its position clear:

> The Committee believes that the idea of multi-vocational tertiary institutions is sound, and recommends that wherever possible, a college engaged in teacher education should be incorporated in, or should develop into, a multi-vocational institution. (10).

But what was not realised, or at least not realised fully, was that the inclusion of teacher education in multi-school colleges would pose special problems for governance.

There are a number of reasons why problems have been experienced. Often teacher education schools are much larger than others, and have found it much easier to obtain students. This leads to problems of balance, and also to disputes about the relative representation that different schools should have on boards and committees. In part the conflict is often related to different approaches to education — a humanistic and 'softer' approach by teacher education in contrast to the rigorous and 'harder' approach by the sciences and technologies, and different overall political and social values and orientations between teacher education academics and those in technological fields. But perhaps the most important cause of conflict relates to courses and facilities. Should the arts and science academic courses for prospective teachers be taught within the school of teacher education or in other schools, and if in other schools who should determine the content of such courses? Chemistry lecturers, history lecturers and so forth, usually supported by the college's administration, tend to say that chemistry and history courses for students preparing to be teachers should be taught by experts in the disciplines, while education staff often retort that the courses actually given are inappropriate to the needs of teachers.

These conflicts raise important issues, and we consider that the administrative problems associated with teacher education in multi-school colleges need careful consideration. They do not, however, in our view present a sufficient case for reverting to single-purpose teachers colleges, though on the question of the future of single-purpose teachers colleges we would question the wisdom of any plan to force all teachers colleges to become multi-school within a short space of time. In our survey of academic staff, we found strong overall support for multi-purpose rather than single-purpose colleges, and even among staff in the discipline of education we found a preference for both primary and secondary teaching courses being in multi-school colleges. But in some teachers colleges there was very strong opposition to multi-purpose institutions, particularly for primary teaching courses. The Cohen Committee called for patience, and stated that the 'multi-vocational concept could be discredited if pressed in an arbitrary fashion on institutions which over the years have developed their own traditions and strengths. (11). This approach makes good sense. Possibly some colleges should be allowed to remain single-purpose if they so desire. This would cater better for the preferences of particular staff and students and help promote diversity. It may also enable an evaluation over time to examine whether a single-purpose or multi-purpose structure makes any real difference.

Second, there is the issue of the method of appointment of senior academic staff, and the tenure of such appointments. To date in the college sector most appointments have been made in a fairly traditional way, usually by the college council on the advice of a selection committee made up of council members, some senior staff, perhaps a student, and in some cases one or more co-opted outside experts. Usually appointments are permanent rather than for a fixed term. Admittedly, there are some exceptions. For example, in some colleges heads of department are permanent appointments, while the position of head or chairman of school is occupied by heads of department in rotation.

The two issues, while closely related, are separate, and are best treated as such. On the question of method of selection, it is asserted by some that deans and heads of departments should be elected by staff, and perhaps students too, in the department or school concerned. This procedure is said to be more democratic, more likely to lead to appointments which will be acceptable to members of the department or school concerned, and more likely to avoid an authoritarian style of administration. On the other hand, it is possible that the person chosen could be unacceptable to the principal and other senior officers of the college, and this may make the smooth running of the college difficult. It could also lead to in-breeding, as possibly an internal candidate would be more likely to be selected by election. There is no easy solution to this issue. On the one hand the wishes of staff and students for a greater say in selection need to be seriously considered, but they have to be balanced against the desirability of the participation of other legitimate interests in the process, and consideration of what the possible consequences could be — especially for any major change. One possible consequence is that, with a system of election, leadership in a college may become weaker (an elected leader, particularly if he holds office for a short fixed period, may be unwilling to act decisively and fail to be concerned about both long-term as well as short-term needs) and the real power may gravitate to appointed administrators. University experience is worth nothing. In Australia the traditional practice has been to have appointed heads of departments but elected deans of faculties, whereas in the United States headships of departments often have been filled either by election or a system of rotation whereas deans of faculties have been appointed. Many competent observers believe that the result has been for the real power in the Australian university to reside with departmental heads, whereas in the United States system it unquestionably lies with the deans.

On the question of tenure of office it is now sometimes suggested that appointments to headships of schools and departments in colleges should be for fixed terms and not until retirement. This suggestion has merit, but its implications need to be thoroughly explored. In any institution there is a problem with a bad appointment, or with someone holding a senior office, with substantial administrative responsibility, who loses his enthusiasm or touch. To date this problem has not seemed important in colleges, largely because most of them are new, at least in their present form, and with rapid growth it has often been easy to move an unsuitable appointee sideways. But if the growth rate slows down substantially (as seems likely), colleges will no longer have this flexibility. There are other reasons too for considering a change. One is that well-qualified academics who take senior appointments with a heavy administrative load are often lost to their disciplines unless they can get back to a substantial involvement in teaching and research within a relatively short time, say three or five years.

Often, however, those who advocate changes along these lines fail to explore their possible consequences. One method of achieving fixed term appointments would be to appoint persons to a particular administrative post for a fixed term, but give them security of tenure at the same salary until retirement. But this could mean in time a substantial increase in the proportion of senior appointments in a college. It also raises the question, if this plan was followed, whether each new appointment should be on the basis of proven administrative ability, academic competence or both. Another method would be to offer fixed term renewable contracts to senior academic staff, but without traditional tenure. No doubt this would be opposed by staff associations. It may also be difficult to recruit suitable persons under such conditions, especially by individual institutions acting in isolation.

The third matter to raise in this section relates to the composition of college councils. In broad terms the size and composition of each council is determined by the legislation under which the college operates. Most councils have from twelve to sixteen members, though in theory some could have as few as seven and others as many as thirty members. In most the Principal, and possibly the Registrar, are ex-officio members, there are a substantial number of appointed lay members, and there are a couple of staff and student representatives. In some States there are also appointees of particular State departments, and the provision for co-opted members, while in South Australia ancillary college staff are also represented.

Until very recently there was little discussion let alone criticism

of these arrangements. In their reports Government co-ordinating authorities emphasised the importance of representation from community interests, particularly employers, Government departments and persons from professional associations, and of academic staff. More recently they have supported the idea of student representation, and in a number of States legislation has been amended to provide for this.

Recent criticisms of the composition of councils raise a number of issues. What interests have a legitimate interest in advanced education, and a case for representation on college councils? What kind of balance of interests is desirable? Should this vary substantially between colleges? What is the real function of a college council? — a means to channel the opinion of interest groups, a link between government and tertiary teaching, a governing board, a board of review?

These are important questions on which there has been little public discussion. One reason for this is probably that there has been little information available on the actual composition of councils, and particularly on the composition of the appointed lay members. From data from a survey of council members in a national sample of regional and metropolitan colleges, conducted as part of the Regional Colleges Project, it is clear that college council members are by no means a typical cross-section of the community. As Table 1 indicates, in terms of occupation they are heavily drawn from the ranks of senior public servants, members of the professions, and business executives, with a substantial degree of representation from college academics. Almost 80 per cent. hold a degree or tertiary diploma, and almost 80 per cent. are over 40 years of age. Less than 5 per cent. are women, while most have incomes far above the average; in 1973, when the survey was conducted, almost 60 per cent. earned $15,000 or more a year.

These data suggest that there are probably good reasons to consider altering the balance of representation on councils to provide, for example, for a higher proportion of women. But they only provide a starting point for dealing with the more fundamental issues that need to be faced. In the long run any decision on composition will depend on an agreed definition of what the role of a council should be and on balancing the demands of particular groups and interests for representation on the one hand with consideration of what kind of composition appears most likely to give a council the desired balance of expertise, viewpoints, contacts and community acceptance on the other.

IMPLICATIONS FOR GOVERNANCE AT STATE LEVEL

Three matters in particular deserve some discussion. The first is the relationship between individual colleges and their State co-ordinating authorities. It is clear that such relationships vary enormously between States and even within States, but that overall there appears to be a substantial level of tension and dissatisfaction, and in some cases quite marked conflict.

TABLE 1

Present or last main occupation of council members in a sample of regional and metropolitan colleges (percentages)

	Regional			Metropolitan		
	Teachers' colleges	Other CAEs	Total	Teachers' colleges	Other CAEs	Total
N =	29	133	162	18	50	68
Student of the college	3	5	5	22	—	6
Academic staff at the college	24	20	21	22	16	18
Professor or senior university academic	4	6	6	5	4	4
Senior public servant	21	20	20	17	24	22
Grazier or farmer	—	7	6	—	2	1
Professionals (doctors, lawyers)	38	20	23	17	18	18
Businessmen, directors	10	17	15	17	32	28
Tradesmen	—	3	2	—	4	3
Housewife or retired	—	2	2	—	—	—
	100	100	100	100	100	100

Some tension and dissatisfaction is probably to be expected in any co-ordinated system of public education, but in the case of the CAE sector there have been a number of factors which have operated to increase tension and the possibility of conflict. In the first place, it has been difficult for State boards to co-ordinate colleges which differ so markedly in size, strength, administrative competence, reputation and disciplines. In general common rules have had to be applied across States or systems, and this has led to quite intense dissatisfaction from particular colleges. For example, the larger metropolitan institutes often feel it unfair that they should be subject to the same administrative controls and the same regulation of academic programmes as a small kinder-

garten teachers college or a newly established multi-school college. Then too, until very recently most of the State boards were infant institutions feeling their way, with little past experience of co-ordination in Australian higher education to guide them. Finally, since their foundation most of the State boards have had to cope with a period of rapid expansion. They (and most of their colleges) have been occupied above all else with managing, promoting and containing growth.

There are probably three main areas where efforts could be usefully directed to improving the relations between colleges and State boards. The first relates to attitudes. We feel that in general — and on both sides — there could be a greater degree of recognition of the rights and responsibilities of the other, and an increased awareness that for advanced education to prosper there must be an effective partnership between governments and the colleges. Only with a spirit of co-operation can the system be made to work smoothly and effectively.

A second area where attention could be directed is the actual decision areas of colleges over which co-ordinating agencies have control or partial control. It is possible that control over some areas in no longer necessary at all in view of the development of the college sector over the last decade. In other cases, control could possibly be relaxed, while in other areas still some degree of outside regulation may be necessary over matters at present left to colleges. In general we support the view that controls over colleges should be kept to a minimum, and that the onus of proof should be on the co-ordinating authority to show that a particular power is really necessary to safeguard the public interest and to promote the welfare of the CAE sector. Experience in the United States suggests that detailed administrative and financial controls are often more 'a hindrance to good management . . . than a necessary safeguard to the public interest.' (12).

Then too, there are the actual mechanics of co-ordination — the means used to control and regulate. Ideally the mechanics should be designed in such a way that the goals of co-ordination are achieved with the minimum of trouble and tension, that it is co-operation which is encouraged not conflict. From our evidence one matter that could be reviewed is the mechanics of course accreditation. We found that academic staff, council members and principals in general supported the idea of outside accreditation of courses. Indeed, in our academic staff survey only 40 per cent. of respondents agreed with the statement that 'a college itself should decide whether a programme is up to degree standard'. But we heard many criticisms of the actual procedures

used for accreditation. Another matter is communication. Although a number of State boards now publish newsletters, many colleges, particularly in regional areas, feel that they would like more information on board decisions and the reason for these. Perhaps the minutes of meetings could be available to colleges? Perhaps under certain circumstances heads of colleges could attend board meetings as observers?

The second matter for discussion in this section is the composition of State co-ordinating authorities. The actual composition and size of State co-ordinating authorities varies to a marked degree, as demonstrated in Table 2. This table also shows the occupation background of members of the Commission on Advanced Education. Much of our comment on college councils in the previous section applies to the co-ordinating authorities. We will not cover this ground again, but one point should be made which relates to some extent to the earlier discussion. The way that different agencies work and their acceptance by governments, colleges and community are determined to a large degree by their composition, and so any substantial change in composition could have important operational consequences. For example, an increase in the representation from State public servants would probably tend to draw a board more closely to State Government departments and bring useful expertise and information, but it would in all probability reduce its acceptance with college academics. Or again, a board controlled entirely by lay members may tend to win the confidence of governments more easily, but would probably be treated with scepticism and even hostility by college academics and principals, and to operate would have to depend heavily on the advice of professional staff.

TABLE 2

Composition of co-ordinating authorities concerned with advanced education, 1974

	Number in each category						
	Qld. CAE	N.S.W. AEB	VIC.	SCV	S.A. BAE	W.A. TEC	Comm. Adv. Ed.
Chairmen	2	2	3	3	2	1	2
College principals	2	—	2	4	3	3	1
College academic staff	—	—	2	3	2	—	1
College council members	—	—	1	2	—	—	
Public servants	4	4	3	5	2	3	
Members of Parliament	—	—	3	3	—	—	
Industry, professions	3	4	10	3	4	2	3
University	2	1	4	3	2	—	2
Other	1	—	3	4	1	—	1
Total	14	11	31	30	16	9	10

Notes:
1. This table was compiled from records held by the Commission on Advanced Education. At the time it is possible some positions were vacant.
2. The category chairmen includes deputy-chairmen, registrars, etc. The category public servants also includes employees of statutory authorities.
3. In the case of South Australia, the three principals include a nominee of the Director of SAIT.
4. In the case of the Western Australian Tertiary Education Commission the category principals refers to heads of institutions.

The third matter for discussion is that in Western Australia and Victoria there are two separate bodies with responsibilities for co-ordination in advanced education. In Western Australia the situation is not a real problem to date, and it appears clear that the Teacher Education Authority is intended to be a temporary device to enable the teachers colleges to be able to undertake full responsibilities as autonomous colleges of advanced education, and also to achieve some rationalisation before substantial sums

are spent on capital works. But in Victoria there is real cause for concern, as there are two separate CAE systems, each with its own co-ordinating authority, but with no adequate machinery to achieve effective overall planning and co-ordination for advanced education as a whole in the State. The situation is made more serious because of the proliferation of small colleges, many of which are located in close proximity to one another, because already there is some overlap in courses between the two systems, and because in each system individual colleges have plans for a rapid rate of growth over the next ten or fifteen years which may well not be realised. Spokesmen from VIC colleges and the VIC have argued for amalgamation of the two systems, and some of our respondents in the academic staff survey from VIC colleges made it clear that they favoured this development. One lecturer from a country VIC college put it this way:

> In Victoria I consider the division of non-university tertiary education between State College and the VIC as a disaster. There are too many tertiary colleges in Victoria, and amalgamation of teachers colleges with CAEs should bring benefits, not only of size, but of diversity within colleges.

But the SCV Council and staff and administrators in SCV colleges understandably tend to oppose this plan, fearing that an amalgamation would mean absorption of the SCV within the stronger VIC system. They also fear the control of teacher education programmes by colleges and a system of CAEs which have a heavy technological orientation. There does not seem to be any easy solution, but we would argue this problem is one that needs urgent attention. The present system appears to be unsatisfactory and if both systems are allowed to develop further as separate entities the establishment of a well co-ordinated system of advanced education in Victoria will be even harder to achieve.

IMPLICATIONS FOR GOVERNANCE AT NATIONAL LEVEL

In this section particular attention is paid to four main problems relating to the governance of CAEs at national level. First, there is the problem of determining priorities in public expenditure generally, and in advanced education in particular. In the second section of this paper it was suggested that there are two problems which are of particular interest for our discussion: first, who will decide — assuming it will be necessary — how heavily the educa-

tion requests shall be cut in total?; and, second, how will these reductions be allocated among the various bodies requesting assistance and who will make these decisions? Formally, of course, it will be Cabinet, but on whose advice and with reference to what factors?

Broadly speaking there appear to be three possibilities. The first is that the Cabinet, essentially on Treasury advice and that of the Prime Minister's Department, will accept the full expenditure implications of the separate requests for assistance to education. In the present circumstances we believe this is unlikely, but it is not inconceivable, neither is it impossible that the separate authorities will sniff the wind, evaluate the practical possibilities, consult among themselves and recommend a (reduced) total which proves to be acceptable to the Australian Government. The second possibility is that the Minister could seek advice, especially from his own Department, and cut the total education bill he presents to Cabinet to conform to his evaluation of what will be acceptable. The provision of such advice is traditionally an important function of the Ministerial Department. It has probably become even more important with the establishment in recent years of numerous commissions, authorities and boards, and a branch which could exercise this function was established within the Department of Education during 1974. The third possibility is that the educational authorities present recommendations to Cabinet which in total involve expenditure commitments which are unacceptably high. The proposals could be referred back for revision, either by the Department or the Commission (or both), but it is quite possible that Cabinet would be influenced by advice from elsewhere, perhaps particularly from Treasury and the Priorities Review Staff in the Prime Minister's Department.

These problems are difficult in themselves at national level but they are currently compounded by two other factors. First, there are analogous problems at State level to those just discussed at the Federal level. In practice their joint resolution may be further complicated by the differing priority various States have traditionally accorded to different sectors of education, and more generally between education and other areas of public responsibility whether roads or hospitals, police or railways. For example, Victoria has traditionally accorded a higher priority within tertiary education to CAEs, N.S.W. to universities. It is surely not unreasonable for priorities to vary between States, but neither is it clear how these differences in priorities can readily continue (as a matter of deliberate policy rather than through inertia) now that the Aus-

tralian Government pays the full financial cost of both CAEs and universities, each Federal Commission considers exclusively one sort of institution or the other, and each must pay due regard to the avoidance of interstate inequalities in the sector of its primary responsibility.

The second additional complication is the result of the current economic situation. Inflation is high and may well increase later in 1975; there is a real need to lower tax rates, reduce the domestic deficit and the rate of growth of public spending. Educational expenditure appears to be an obvious candidate for substantial cuts. In these circumstances the determination of priorities is likely to be particularly important. The outcomes could have very significant implications throughout the CAE sector, including implications for governance.

Second, we make some reference to the possibility of amalgamating in some form the Universities and Advanced Education Commissions, perhaps with the inclusion of the TAFE co-ordinating authority as well. Since the arguments for and against the creation of a single Commission for tertiary education will presumably be comprehensively covered in Mr. Morrision's paper, they will not be discussed again in detail here. Suffice to say that there are advantages and disadvantages to both the present arrangements and the proposed alternative. The balance of the argument is not obvious, there are significant differences as well as similarities between the different sectors of post-secondary education, and overseas experience does not necessarily argue unequivocally for either alternative. Three other points may be worth stressing here. In the first place, significant obstacles to sensitive administration could arise because of the large number of tertiary institutions and their extreme diversity. This applies particularly to the current CAE sector in relation to the universities, and is likely to become an even more important factor if the Tertiary Commission is to be responsible for TAFE institutions too. In the second place, the actual outcomes will probably be affected by the organisation and operation of the single Commission. One mammoth organisation may be less manageable and less sensitive to requirements at the workface then, say, a Commission with sub-committees responsible for each major sector or sort of activity, perhaps chaired by a full-time member of the Tertiary Commission. Note, however, that this could be rather similar in practice to stimulating more co-ordination between the existing Commissions together with a common Chairman (and possibly some other members, too) or a separate super-Commission some of whose members took special responsibility

for particular activities and participated in (or chaired) the Commission charged with responsibility for that area. Finally, it is important to recognise the current shortage of first class and experienced educational administrators, and the danger of appointing inadequately competent or experienced persons during a period of shortage and rapid growth who will be difficult to remove for many years even if more appropriate personnel become available. This has already occurred, but the amalgamation of Commissions may enable fuller use to be made of those really able administrators who are available.

Third, there are the implications of Federal-State relations for the governance of CAEs. It was emphasised in section 2 that although the Australian Government has become much more heavily involved in advanced education over the last decade, the States remain intimately involved in its structures, growth and governance. It was also emphasised that the situation in which the 1976-78 triennial submissions are being considered during 1975 is markedly different from that which existed in earlier years, notably because of the assumption by the Federal Government of the full financial responsibility for tertiary education from 1974.

One way of examining the problem is to consider the relations between the Commission on Advanced Education and State co-ordinating authorities, between the CAE and individual colleges, and between State co-ordinating authorities and the individual colleges with which they are concerned. The particular instance which is considered concerns the distribution of Federal funds to individual institutions. At one extreme the CAE presumably calculates some estimate of each college's financial requirement, and it could attempt to provide funds for each institution in accordance with these estimates. Alternatively, the CAE could recommend funds be made available to State co-ordinating authorities through State Treasuries, based, for example, on the aggregated total of the CAE's estimate of the needs of each college in that State or on some rough notion of interstate equity. Note that these two methods might well not yield identical results between States, that implications for governance could be very different, and that although State Treasuries and co-ordinating authorities tend to prefer some discretion in the allocation of funds among colleges, it can be in the interest of individual colleges (at least in the short-term) to approach the CAE directly, seeking funds for particular programmes.

Consider now the (more realistic) situation where State priorities vary, both within education and between education and other

pressing public needs. If the grants payable to a State on the recommendation of the CAE or the Universities Commission must be used for this purpose only, and if each body pays some regard to interstate equity with respect to the institutions in each State for which they are responsible then there is likely to be a tendency for interstate differences to decline. Of course, this process will be tempered by the forces of inertia but it is nevertheless likely to be viewed unfavourably by State Governments, especially insofar as such Australian Government initiatives apply to areas of State responsibilities where interstate differences in priorities have been marked. Advanced education is such an area. On the other hand, the Federal authorities are not likely to agree readily to full transferability of the funds between alternative uses at State level, even between various sectors of education, let alone cross the whole range of public responsibilities (which would effectively transform these special purpose grants into general revenue or capital grants).

Further co-operation is required between State and Commonwealth authorities. This is widely recognised and considerable progress has been made over recent years in this respect. The statistical situation, for example, has been substantially improved, although much still remains to be done. Indeed, the assumption of full financial responsibility for advanced education by the Australian Government may, paradoxically, have acted to render further co-operation to improve the statistical situation more difficult to achieve. Full Commonwealth funding coupled with a long-standing sensitivity to State rights by State co-ordinating authorities and an appreciation of the Commonwealth's willingness to use financial incentives to alter State policies may have hardened attitudes towards more complete disclosure than is clearly essential. There is some fear that funds plus knowledge will result in undesirably tight central control from Canberra, and that since the Australian Government undoubtedly controls the purse-strings State co-ordinating authorities should not be too willing to standardise statistical details.

In addition to more Commonwealth-State co-operation in advanced education, there is also need for more co-operation between the co-ordinating authorities in different States, and this is less widely appreciated. For example, some data collected in one State could be highly valuable elsewhere. At present there are official inquiries commencing into the systems of tertiary education in Western Australia and Tasmania. Much could be learnt co-operatively which would be useful not only in those two States, but elsewhere, and with respect to joint State attitudes

and initiatives relative to the Commonwealth. A final example concerns the allocation of financial resources to individual colleges, especially if funds are to be allocated to each State as a block grant with the State co-ordinating authority being responsible for recommending to the State Government the division of these funds among the various educational institutions subject to its jurisdiction. The diversity of individual CAEs and the need to take account of major differences when calculating grants (e.g. differences in course mix, scale or location), implies the need for co-ordinating authorities to pool their information, their analysis and their processing resources. This is probably important for all co-ordinating authorities, but it is particularly important in those States when the number of similar institutions is small.

Finally, there could be interesting implications for CAE governance stemming from the possibility of continuing interstate inequalities in the provision and use of educational facilities, especially now that the full financial responsibility for advanced education has been assumed by the Australian Government. Presumably, for example, rules giving priority in student entry to residents of the State will no longer be so defensible irrespective of the record of the applicant. Victoria is perhaps a particularly interesting case. Advanced education has long been accorded a relatively high priority in Victoria, the proportion of students remaining to the senior levels of secondary school is higher than for any other State in Australia (only the A.C.T. is higher) and the competition to enter universities or CAEs has been as fierce as in any State and much more fierce than for Australia as a whole.

The outcome of history and the financial arrangements to support advanced education on a matching basis until January 1974 has been a (relatively) very high ratio of students in advanced education to persons in the relevant age-group, together with relatively low levels of expenditure per student in comparison with other States, especially N.S.W. and Western Australia. In terms of proportional participation in advanced education, young Victorians are being more heavily supported than young people in other States, but in terms of expenditure per student in advanced education they appear to be substantially disadvantaged. Clearly there are complex questions of equity involved. However, if full Commonwealth funding is to imply the provision of equivalent resource levels for CAE students irrespective of the State in which they are resident or in which they are enrolled, then there will need to be appreciable changes in the interstate distribution of funds. Even if these changes were introduced over a transitional period of, say, two or three triennia the implications for Federal-State

relations in advanced education and for the governance of CAEs could be substantial.

CONCLUSIONS

There appear to be four main conclusions. First, it has become clear that there are a number of important current problems concerning CAE governance. There are numerous factors relevant to these problems, value judgements are important and many of the problems concerning governance are interrelated and are not readily discussed in isolation from other problems, trends and issues. However, we are sceptical about the existence of any single correct answer. Generally there is a need to carefully weigh up a variety of different factors in the circumstances of a particular situation, there is a need for flexibility over time and there is need for a judicious balance at a point of time.

Second, it is a matter of concern how few of the problems of CAE governance we have identified have been adequately discussed in public. It seems likely that satisfactory resolution of many of these problems will require further public discussion of the various issues involved: certainly it would be helpful. Furthermore, the discussions of governance in the CAE sector have often concentrated on the details of particular decisions, relatively rarely have the broad principles been argued in their full complexity.

Third, the context of the discussions concerning CAE governance appears to be moving unfavourably. The halcyon days are probably over for education in general, and for CAEs in particular. In future the growth of enrolments and of public financial support may be less assured. It seems to us to be important that administrators in advanced education — indeed throughout Australian education — move to undertake desirable reorganisation themselves before it is done less sensitively for them by outsiders who are less knowledgeable of the complexities of the situation and prhaps less sympathetic to the academic enterprise.

Finally, although the decision of the Federal Government to assume the full financial responsibility for tertiary education implies some increase in Federal participation in CAE governance, the role of the States remains substantial. One of the essential prerequisites for better governance in the CAE sector is greater cooperation between institutions, between States and between the three levels of governance we have identified in this paper. Much progress has been made, but much still remains to be done in

this respect, although perhaps our sights should realistically not be set too high, for, as Gardner has argued 'the issue of (university) autonomy will never be finally resolved. It can only be lived with.' (13).

NOTES ON TEXT

1. *Tertiary Education in Australia: Report of the Committee on the Future of Tertiary Education in Australia to the Australian Universities Commission*, (Chairman: L. H. Martin), Melbourne: Government Printer, 1964-5, 3 vols.

2. *Population and Australia: A Demographic Analysis and Projection. The First Report of the National Population Inquiry*, (Chairman: W. D. Borrie), Canberra: Australian Government Publishing Service, 1975, 2 vols.

3. See *Second Report of the Commonwealth Advisory Committee on Advanced Education*, Government Printer, Canberra, June 1969. 11,843 full-time and 20,388 part-time.

4. The figures for 1974 were supplied by the Commission on Advanced Education.

5. Borrie tends to consider enrolments in CAEs together with those in universities. He argues that the balance of enrolments between universities and CAEs is likely to be substantially the result of government policies, but that the total of enrolments in the two sectors considered together is likely to be much less affected.

6. This excludes Murdoch, Griffith or Deakin Universities or those proposed for Albury-Wodonga and Campbelltown.

7. Robert Birrell, "Neo-capitalism in Australia: the case of the Colleges of Advanced Education: in Don Edgar (ed.), *Social Change in Australia: Readings in Sociology*, Melbourne: Cheshire, 1974.

8. Australian Committee on Technical and Further Education, *TAFE in Australia: Report on needs in technical and further education*, Canberra: Australian Government Publishing Service, April, 1974.

9. This project was conducted by members of the Education Research Unit, Research School of Social Sciences, Australian National University at the request of the Commission on Advanced Education. Findings will be reported shortly in D. S. Anderson *et al.*, *Regional Colleges: A Study of Non-Metropolitan Colleges of Advanced Education in Australia*, Education Research Unit, Research School of Social Sciences, Australian National University.

10. Australian Commission on Advanced Education, *Teacher Education 1973-1975: Report of the Special Committee on Teacher Education*, Canberra: Australian Government Publishing Service, 1973.

11. *Ibid.*, p. 88.

12. Robert O. Berdahl, *Statewide Co-ordination of Higher Education*, Washington: American Council on Education, 1971, p. 10.

13. John Gardner, as quoted by Robert O. Berdahl, *op. cit.*, p. v.

SOME NOTES ON A PLENARY DISCUSSION FOLLOWING DRS. HARMAN AND SELBY-SMITH'S PAPER

The first point which was raised in the plenary discussion was to do with the special characteristics of colleges of advanced education as opposed to universities. Dr. Selby-Smith stated that while many factors and characteristics are common to both, two important differences were:

> A greater degree of diversity in the college of advanced education system (due to such factors as varying size, markedly different historical patterns on development, etc.). The influence of State Governments on colleges of advanced education is much greater.

Dr. Sabine suggested that there was a strong case presented for the amalgamation of the Commission on Advanced Education and the Australian Universities Commission; he also advocated an overall **laissez faire** approach to resource allocation. The speakers, in replying, did not agree with the idea of amalgamation of the Commissions but warned against the danger of bureaucratisation and the need to preserve a **Federal** structure. In addition, they suggested the need for quite strong subordinate (e.g. State) co-ordinating authorities which would be sensitive to local pressures and which were aware of local peculiarities which affect resource allocation. The two speakers also disagreed with the notion of basing planning and resource allocation on a **laissez faire** approach. They suggested that without co-ordination at this level, there could well be less diversity in the tertiary system.

When asked what suggestions they would make for better governance by Governing Councils of tertiary institutions, they said the key issue was to reflect in council memberships, the profile of the academic and public service ambitions of the particular college. While they agree that more women should be on Governing Councils, they were loath to provide specific prescriptions and felt it was important to be very flexible on this issue (incidentally, they suggested the need for conferences for lay members of Governing Councils).

On the issue of the optimal size of tertiary institutions, speakers suggested that it is important to keep colleges of different sizes providing appropriate organisational structures were used for different sizes. They did state that colleges of under 500 students seemed to be non-economical in many respects, while on the other hand, there was much dissatisfaction on the part of staff and students with aspects of the operations of the really large institutions. Dr. Harman ventured the viewpoint that 700-1,000

seemed an appropriate size for mono-purpose teachers' colleges, while 2,000–4,000 students seemed appropriate for multi-disciplinary institutions. They also suggested that we could see absorption of many of the quite small and financially expensive colleges (such as some of the smaller agricultural colleges) into larger neighbouring institutions.

7. CURRENT ARGUMENTS ABOUT A SINGLE TERTIARY COMMISSION

D. M. Morrison

With the proliferation of commissions and committees of the Australian Government in these past two and a half years, a suggestion that two of the more mature commissions in education be combined would claim our attention in any event but especially at a conference whose aim is to look at the "system" of advanced education and its governance.

In a press report in the Melbourne Age last August which has not been refuted, the Prime Minister was quoted as having expressed the hope that a new organisation would be formed within two years to combine the Universities Commission and the Commission on Advanced Education. Functionally such a move may not necessarily involve very major changes but in the absence of a more precise statement about the organisation of any new body, it is likely that the Prime Minister's comment should lead to discussion and speculation.

The idea of a single tertiary commission at Federal level was put forward a number of years ago in the report of the Martin Committee, the argument then being that a multiplicity of advisory bodies associated with tertiary education would lead to difficulties of co-ordination. The enigma of the recommendations in the Martin Report however was that they suggested a threefold

division of tertiary education at State level whilst maintaining a single body at Federal level. The decision of the Government at the time was simplified to the extent that it decided not to implement the Martin recommendations for teachers colleges — these were a State responsibility — which left it with a decision to be made whether to establish a dual arrangement at Federal level or combine responsibility for universities and the new class of institutions to be known as colleges of advanced education under one authority.

The Prime Minister's statement of the Government's decision was simply:

> "We feel that it would be better that we should leave to the Universities Commission its present responsibilities of advising the Government on proposals from universities and that we should arrange other methods of distributing grants to the new colleges. We therefore propose to have a separate advisory committee . . .".

The reasons for the decision are not explicitly given. The Prime Minister's statement as a whole tends to emphasise the differences between what the new colleges would provide from what the universities then offered. The implication was clearly that the colleges were lesser institutions, that their mission was to be vocational, that they would take students who were perhaps not quite good enough to complete university courses in minimum time or minimum time plus one year, that they would cater for diploma students and that their primary role would be teaching at the tertiary level. There is in addition, an element of uncertainty indicated in the statement about the way in which the colleges might be expected to develop. This, without doubt, lies partly behind the decision to give the colleges a separate advisory body against the recommendations of the Martin Report but additionally a strong reason was the belief that for a time at least, the colleges should not have to compete with the "big brother" universities for what might be seen as a common pool of attention and resources. Another factor was that a significant sector of tertiary education — the teacher training institutions — were not to form part of the Federal Government's program of support for tertiary education.

It is probably not advisable to analyse the situation any more closely than that. I have not been able to research reactions at the time but I have little doubt that the universities would have strongly favoured the continuation, as happened, of a separate commission to deal with their interests. Likewise, the advanced

education lobby in so far as it was organised would also presumably have seen advantage in a special body to investigate the needs and development of colleges of advanced education.

In consequence, the Commonwealth Advisory Committee on Advanced Education was set up and held its first meeting in October 1965. The Committee presented its first report less than 9 months later in June 1966. Consistent with its cautious approach to the establishment of statutory bodies, the Liberal Government did not enshrine the Committee with legislation. This step did not take place until late in 1971 when an act was passed in terms almost parallel to the Australian Universities Commission Act. The time had come for the Government to recognise formally in legislation its ongoing commitment to support the development of colleges of advanced education as full partners with universities in the field of tertiary education.

Apart from the obvious effect of substantial financial assistance, the position of the college was strengthened in other respects in the period prior to 1971. The report of the Wiltshire Committee in 1969 on academic awards in advanced education opened the way for colleges to award degrees on a much wider basis. Also in 1969, Mr. Justice Sweeney made his report on the salaries of lecturers and senior lecturers in colleges of advanced education and as a result these categories of academic staff in colleges were to win salaries equal to university staff for comparable duties and qualifications. It was Sweeney who apparently lent authority to the concept that the colleges (institutes as he called them) provided "an alternative system of tertiary education equal to, although different from, that available in the universities."

A significant gap in the involvement of the Australian Government at the tertiary level related to teachers colleges. The omission has been seen by at least one senior educationist as seriously prejudicing the rational planning of tertiary education as a whole over these past 10 years. Teacher education did benefit indirectly from the support for both universities and colleges and directly in terms of physical facilities from the unmatched capital program of $54 million which ran from 1967 to 1973. The final step to bring teachers colleges in as full partners in the programs of Australian Government support for tertiary education was taken in 1972 when the Liberal Government announced its offer to the States to support teachers colleges on the same basis as universities and CAE's. Under the incoming Labour Government, teachers colleges were included in the program of full support for tertiary institutions, to which were also added some approved private training institutions.

By a succession of measures extending over 15 years, the position has now been reached where, with the exception of some smaller private institutes, the tertiary sector is now supported under parallel financial arrangements on the advice of two commissions at Federal level and varying arrangements at the State level. The time has been seen by some to be opportune to consider again the possibilities for combining the commissions at Federal level. I do not know what thought is being given to arrangements at State level.

The issue of advisory arrangements is coupled in the minds of some groups with the belief that the time is also opportune to institute a wider ranging enquiry into all aspects of tertiary education. This is not a question I propose to deal with here but it is not without relevance to the theme of my paper. There are major pressure groups which have expressed their view in strong terms. My personal view about such proposals is that the time may well be approaching for an enquiry but I do not believe it would be opportune to institute it just at the moment when commissions are about to present their reports for the 1976/78 triennium. If such an enquiry is to be undertaken, it is probably best timed to occur early in a triennium so that its findings can be taken into account for the following triennium. There are the further arguments that, if an enquiry is to be undertaken, it may well need to take in the whole of post-school education including the technical and further education area. The issue of establishing a single tertiary commission, can, I feel, be separated from the question of a full scale enquiry into tertiary or post-school education.

An interesting contribution to the discussion of a single tertiary commission has been made by Professor Bruce Williams, Vice-Chancellor of the University of Sydney, in two recently published papers. On balance he suggests that the arguments against creating an Australian tertiary education commission at this stage are stronger than the arguments in favour. Professor Williams' papers are worth considering in a little greater detail but they illustrate the problem of making a precise analysis in the absence of more certain information on the form of a tertiary commission would take if it were set up.

In favour of a single tertiary commission, Professor Williams mentions:

— a lessening of artificial class distinctions between the different kinds of institutions

— a better balance or continuum of educational opportunities

— a greater rationalisation of courses and institutes

— lower susceptibility to political interference because of tighter co-ordination

and against

— increased susceptibility to political interference because the recommendations of a single commission when made would carry more weight and are less capable of rejection than less extensive recommendations from separate commissions

— threat to university autonomy through closer association with institutes whose expectations and needs for autonomy are less strong

— greater bureaucracy leading to poor communication

— less opportunity for innovation because of tighter planning.

In the further analysis, Professor Williams rejects the issue of political interference as having particular significance. The question of autonomy, at least so far as universities may be affected by new arrangements, causes him concern but importantly he doubts whether a single tertiary commission is likely to have any greater influence in rationalising tertiary education because of the predominance of State responsibilities. In terms of rationalisation, Professor Williams makes it clear that it is in the college sector where greater control might have been exerted.

Whilst the arguments for and against a single tertiary commission at Federal level are not clear cut, the formal steps, political considerations aside, are not necessarily complex. The present Acts establishing the Universities Commission and the Commission on Advanced Education are very similar in their form and provisions. The functions of the bodies are set out in Clause 13 of their respective acts. It will suffice to quote the relevant clause from the Commission on Advanced Education Act:

> "(13) The functions of the Commission are to furnish information and advice to the Minister on matters in connexion with the grant by the Commonwealth of financial assistance to institutions in a Territory providing advanced education and of financial assistance to the States in relation to institutions pro-

viding advanced education, including information and advice relevant to —

(a) the necessity for financial assistance and the conditions upon which any financial assistance should be granted; and

(b) the amount and allocation of financial assistance."

This clause should be read in conjunction with Clause 14 which is once again similar in each Act. You will note that Clause 14 also enjoins the Commission on Advanced Education to consult with the Universities Commission, the States and other relevant bodies.

"(14) (1) The Commission shall perform its functions with a view to promoting the balanced development of the provision of advanced education in Australia so that the resources of the institutions providing advanced education can be used to the greatest possible advantage of Australia.

(2) For the purpose of the performance of its functions, the Commission shall consult with institutions providing advanced education, with the Australian Universities Commission and with the States upon the matters on which it is empowered to furnish information and advice and may consult with such other persons, bodies and authorities as it thinks proper upon those matters."

The Universities Commission is similarly constrained to consult with the Commission on Advanced Education by an amendment to Section 14 of its Act in 1971.

The powers of the commissions themselves and of their Chairmen are likewise quite comparable. The Chairmen have the powers of a Permanent Head and are thus responsible direct to the Minister. It is important to emphasise that whilst the Commissions may consult with the Department of Education from time to time, the Department does not act as a sieve or channel for communication between the Commissions and the Minister — their line is direct. It is of course open to the Minister to seek the advice of the Department on recommendations put to him by his Commissions. With the major commissions in education

now standing at four, the Department has had to assume increasingly a co-ordinating role at ministerial level.

The Commissions themselves are nearly similar in size — 10 for the Advanced Education Commission and 11 for the Universities Commission, the differences being accountable to the provision for two Deputy Chairmen under the Universities Commission Act. Thus the Advanced Education Commission has two full-time members (Chairman and Deputy Chairman) whilst the Universities Commission has three (Chairman and two Deputies). In the character of their part-time membership, both Commissions are about evenly balanced between academic and non-academic persons.

As to the Secretariats of the two Commissions, each has about 40 full-time staff members. The structure of their respective organisations have similarities but the senior structure of the Universities Commission is considerably stronger than the structure of the Advanced Education Commission in terms of numbers and levels of position. The Universities Commission has one of its Deputy Chairmen specialising substantially on the building aspects of triennial submissions and programs.

Despite the similarities in the structure and responsibilities of the Advanced Education Commission, and the Universities Commission, there are obvious points of difference in the nature of their tasks.

The Universities Commission has to deal with a small number of institutions, homogeneous in form, modest in their growth, secure in their strength and independence. Although some States have established authorities to which the universities may in some ways be answerable, the universities appear in general to have successfully asserted their autonomy, and to have operated with relative freedom from intervention at State level, the more so since the basic funding is now provided from the Federal level. The Colleges on the other hand, are numerous and diverse. After two trienniums of parallel funding with universities, the college system was showing signs of greater stability when further government decisions added to the system teachers colleges both State and private. For the most part, the States have set up co-ordinating bodies (supported, somewhat incongruously I feel with Federal funds) which actively participate in negotiations with the Commission.

One might now be tempted to try to answer what would be gained or lost by the establishment of a single tertiary commission at Federal level. If such a change is made, much will depend on

how it is carried out. Each sector will naturally be concerned that the association might lead to a lessening appreciation of its special needs, and a greater uniformity in treatment. The universities might see a threat to their autonomy if a new Federal arrangement was accompanied by any State moves to extend the co-ordination of the tertiary sector as a whole in each State. The colleges might suspect that their legitimate claims to growth and improvement will be pinned back by arguments of duplication and rationalisation.

There seems no good reason why there cannot be contained in a single commission the elements necessary to preserve existing relationships both with authorities and institutions. One would hope but cannot be sure that this might be achieved at no greater cost in the bureaucracy and even with some savings where particular expertise might be applied to both college and university development.

SOME NOTES ON A PLENARY DISCUSSION OF MR. MORRISON'S PAPER

Mr. McCusker, Assistant Secretary, Department of Education, read and spoke to Mr. Morrison's paper then answered questions arising.

Mr. McCusker counselled against a tidy-looking arrangement — he referred to an "artificial simplicity" in answer to one question, and of a comment attributed to the Prime Minister, favouring a single Commission, he said, "Behind many actions of the present government there is a tendency to try to make things look tidy . . . the Department, if asked, would advise a great deal of caution." Mr. Barker of the DDIAE commented that regardless of the system of governance above the colleges, at the college level, there must be incentive, not regulation, and referred to a parable that one can regulate to stop something bad — not to do something good. Finally he commented that we in the system must start talking about how the colleges can best improve their level of sophistication in their political and public relations work. Only then will the colleges take their place as part of a true continuum and the nonsense of a binary system will die a natural death.

Mr. McCusker agreed and went on to mention his preference for State accrediting agencies rather than a single central agency. He urged the colleges to be vocal about what they see as best for them in system governance arrangements, for example in the matter of a single commission.

In response to a question about likely impact on the nature of the colleges from a combined commission, Mr. McCusker replied that many people have overdone the difference between the colleges and universities. He preferred, he said, to go along with many others in the commissions who think of the colleges as part of a total tertiary offering with a distinctive role to play. He referred to the colleges as the flexible element in the system, and added that he hoped that until that flexibility is thoroughly established as part of the continuum of tertiary education and recognised for what it is, a single commission would not submerge that flexible character by applying the same criteria to the colleges as to the universities. For example, on finance, a regional college has a totally different requirement from a metropolitan university or a metropolitan college, since it provides the only source of tertiary education to a district.

Questioned about the avenues for co-operation and communication between the CAE and the AUC, Mr. McCusker referred to formal and informal consultation and co-operation between the two bodies.

They are enjoined by the law to consult. There is a close relationship between the two chairmen, who have discussed their findings of the next triennium. There are joint reports, such as on Albury/Wodonga and the fourth university in Victoria. There is close association and discussion between the two commissions in policy making. Dr. Swinbourne supported these comments by stating that there are formal associations such as full meetings of the 40 or so people involved but these can only deal with the broad issues. At the executive level, officers are within walking distance of each other and there is frequent cross representation on committees. Through discussion of joint concerns, not just with the Universities Commission but also with the Schools Commission, a great deal of collaboration goes on both at the formal and informal level. Mr. McCusker added another area of co-operation in the predictions of enrolments that are used for planning. He said that if each group used its own figures, chaos would result.

Mr. Roach of Warrnambool Institute of Advanced Education re-referred to the inequality between the two commissions and gave, as an example, course accreditation: Preston has social work and engineering; if La Trobe started in these, enrolments may drop until the CAE tells Preston to get out of these areas. The AUC has no similar influence. He asked what mechanisms are there to prevent such an occurrence. Mr. McCusker replied that the AUC can use its financial power. They have prevented, for example, the development of veterinary science and medicine at some universities but they did not go down to the faculty or departmental level to say what subjects may be taught. He added that there are other channels of co-operation within the State, e.g. in Victoria, there is a close liaison between the Vice-President of the VIC with the Vice-Chancellors and with the State Colleges of Victoria.

Asked if a special branch of the Australian Department of Education, exercising a "co-ordinating" function between the various commissions might not assume the role of a single authority, Mr. McCusker replied that the Policy and Development Branch does advise on broader issues; however, the big strength of the commissions is that they publish their recommendations. This means that the decision is what it should be — a political decision by the Minister. Dr. Swinbourne added that the commission's part-time members are drawn from a variety of sources — unlike the State co-ordinating bodies, they are not representative of any group or faction. In this way, the Minister has advice from a "public voice," and between this and the organisational advice of Department officers, he makes the political decision.

Replying to a question about duplication of facilities, Mr. McCusker explained that many situations were the result of local decisions where State policy had caused duplication. He drew example from Victoria where "decentralisation of tertiary education" meant that many State Members of Parliament wanted colleges in their electorates and asked for special deals. This political pressure has resulted in an unco-ordinated distribution of colleges. Mr. McCusker raised the problems of demographic predictions and referred to the situation of the SAIT Levels Campus which is planned for 20 years hence. He added that once upon a time one planned institutions on public transport, now one plans with aerodrome sized car parks in the bush. He agreed that the commissions should get together for planning. He felt that it had been done in the past and he hoped that it would be done much more precisely in the future.

8. TOWARDS A MODEL OF GOVERNANCE OF THE C.A.E. SYSTEM IN AUSTRALIA

E. R. Treyvaud

The origins of the Colleges of Advanced Education are not to be found in the annals of the Martin Report but in the traditions of the State Departments of Education. However, the acceptance of the major recommendations of this report and subsequent liberal interpretations of the philosophy of the report, have in hindsight impeded the development of a balanced and diversified system of tertiary education in Australia.

In order to attract the matching grants recommended by the Martin Committee and made available under the provisions of Section 96 of the Constitution, some States established a multiplicity of colleges of advanced education in existing technical colleges or on new sites. Financial expediency outweighed any consideration of establishing a viable and balanced system of post secondary education in each State which would cater for the needs of the student, industry and society in general. Such expediency was particularly evident in Victoria where all of the metropolitan and country senior technical colleges were shepherded under the umbrella of the Victorian Institute of Colleges system. Prior to this time the Victorian senior technical colleges each provided identical courses in business and engineering and worked to common syllabi and external examinations. Despite the paucity of enrolments in some of these courses in some Victorian colleges,

rationalisation was not encouraged as funding was provided for all.

Prior to Martin many of the senior technical colleges which were the fore-runners of the present C.A.E.'s were multi-purpose in that they catered for trade, technician and diploma level courses. As the Commonwealth provided funds only for tertiary level courses, many colleges quickly commenced divorce proceedings to shed their subtertiary bedfellows. Such litigation was to have serious effects on the viability of regional C.A.E.'s and is one factor which has contributed to the proposals to develop TAFE colleges which may further fragment the whole system of post-secondary education.

The lack of breadth in the course structures offered by colleges of advanced education has been taken up by Professor Dennison in his report submitted to the Commonwealth Commission of Enquiry into Poverty in 1974. (1). He argued that including the 360 technical colleges there are approximately 500 institutions of post-secondary education in Australia. Given these numbers Australia has a greater number of post-secondary institutions than the United States on a per capita basis despite a lower participation rate. Dr. Dennison recommended the introduction of a system of community colleges in Australia which would increase the accessibility to tertiary education and provide the opportunity for a larger segment of the population to undertake education beyond the secondary level.

Community colleges would provide a wider range of courses than presently are provided by the existing institutions. That is the colleges will be multi-purpose in curricula design providing a broad range of options and allowing for free movement between these options. Specifically a full scale college would undertake five major types of programmes.

(1) Degree programmes at the first and second year level.

(2) Para-professional programmes lasting for one to three years and leading to employment in such areas as paramedicine, police work, engineering draftsmen, scientific technicians and nursing.

(3) Trade and vocational programmes including the retraining of people who are unemployed because of structural changes in the Australian economy.

(4) Adult education including non-credit and recreational courses, as well as, providing facilities to enable adult students to

upgrade their secondary qualifications.

(5) Remedial education for disadvantaged groups in the community.

Such institutions will be developed by co-operative planning between the bodies responsible for universities, colleges of advanced education, technical colleges and adult and further education institutions. If rational development is to occur new colleges need not be established in all population centres but arise from existing C.A.E.'s and technical colleges.

State Departments of Technical Education are jealously guarding their existing empires against further erosion by the colleges of advanced education and are in fact actively competing with the colleges in the UG3 area. At the Federal level the multiplicity of commissions in education established over the past two years have accelerated the compartmentalisation of the educational process and such commissions now reflect the existing divisions that occur in the State Education Department directorates. It may then be a pious hope given the existing structure of governance in education in Australia that Federal, State and local co-operation can be achieved to implement the recommendations of Dennison. The degree of success that the Darwin Community College has in the next triennium may have an important bearing on the development of community colleges in the future.

Community colleges must be established, particularly in regional areas, if post-secondary education is to be economically viable. More particularly however, they must be established on educational grounds if we accept the argument of Dennison that:

> "the major function of post-secondary education is to serve the educational needs of society at large, this function supercedes any emphasis upon educational traditions, institutional autonomy, political commitments or the demands of administrators and faculty members involved. (2).

The concept proposed by Dennison may also assist the colleges to develop the postulates of recurrent education. At present the major source of students for the college sector is from full-time school leavers. If the colleges are to continue to grow in their present form they must encourage students to remain on the educational escalator by providing courses which require a minimum of the completion of secondary schooling and requiring certain secondary school subjects as a pre-requisite to entry.

The Faure Report published by UNESCO in 1972 and entitled Learning to Be: The World of Education Today and Tomorrow,

argued as one of its twenty-one principles "Every individual must lie in a position to keep learning throughout his life. The idea of a life-long education is the key concept of a learning society." (3). This principle will have a significant effect on the future development of the college sector. The colleges can no longer confine their courses to traditional areas. However Dr. Duke in his report on Recurrent Education in Australia argues "there are pressures within the colleges to approximate to university behaviour and conditions, which militates against the characteristics of a recurrent system of education." (4). If the colleges are even to move away from preservice to inservice education there will need to be a hard look at their present offerings and a greater interaction with the community.

Therefore the college must become multipurpose in nature not only in the breadth of courses but in the level of courses they provide if they are to efficiently service the needs of the community which supports their existence. However the Martin Committee in recommending that the prime function of education within the college sector was vocational, placed a strait-jacket on such a development.

The committee argued "It is both realistic and useful to regard education as a form of national investment in human capital." (5). The rate of return on such investment to the individual can be measured by the income the individual will reap from the labour market over time. The Martin Committee argued: "In this sense investment in additional education gives a monetary return measured by the additional income earned in later life." (6). The Martin Committee extended the argument to the community when it stated:

> "The skill of the labour force, not only in the narrow sense of specialised training but also in the wider sense of a well-developed intelligence, is of great importance in three ways: firstly, in the direct application of labour to resources and capital equipment; secondly, to the design and fabrication of equipment; and thirdly, in the management and enterprise displayed in the co-ordination of the factors of production." (7).

The Report produced statistics to indicate the correlation between the Gross National Product per head expressed in constant terms and the level of education per head. Given this analysis it can be argued that the level of economic growth in any country is related to the level of education received by members of that country.

Such arguments are based on the fact that educational systems should primarily service the needs of the economy. This is not a new argument. Clark Kerr, a president of the University of California, describes the university as a "knowledge industry" which accounts for approximately 20 per cent. of America's Gross National Product. He argued: "What the railways did for the second half of the last century, and the automobile did for the first half of this century, may be done for the second half of this century by the knowledge industry; that is, to serve as a focal point for national growth." (8).

What happens if students do not accept the economic notation of the college sector? The Martin Report has the answer when it suggests:

> "That conflict between students' aspirations and community needs should be allowed to be resolved by the operation of supply and demand in the market. Students' aspirations are not insensitive to the scale of remuneration and job opportunities of different callings." (9).

This vocational or economic objective is reinforced by student attitudes. Anderson's survey shows that college students and particularly part-time students are predominantly influenced by material factors. (10).

Thus the concept of vocationalism is deeply rooted in the basic origins of the colleges, and reinforced by the findings of Martin. It explains a number of often stated objectives of this system which include:

(1) Courses should be vocationally orientated and applied in nature.

(2) Industrial liaison should be promoted and staff should be appointed from an industrial background.

(3) There should be a greater concentration on part-time studies associated with employment.

(4) Liberal studies should only be encouraged if they are an adjunct to technologically orientated courses.

The economic base of education is not acceptable to the liberal or humanist writers who view the pursuit of knowledge desirable for its own sake rather than for the sake of obtaining trainable expertise. However, it appears that many accrediting and course approval committees presently governing the college system still hold that the major criteria should be demonstrated economic advantage. Unfortunately too often what might appear to be

economic soundness at the time of course design is often straitjacket obsolescence at the time when the first graduates are produced.

Possibly the most far-reaching implications of the Martin Committee have arisen from their proposal to establish a ternary system of tertiary education at the State level consisting of the Universities, C.A.E.'s and Teachers Colleges. This development was proposed in order to ensure some form of diversification in tertiary education and future commission on advanced education reports were to reinforce this artificial difference rather than to lead the search for a federated system, and encouraging diversity through reward and recognition.

The most comprehensive statement of the ascribed difference is to be found in the report on the proposal of the Government of Victoria for a fourth university in Geelong, Bendigo and Ballarat. This is often referred to as the Karmel and Bull Report and was presented by the Australian Universities Commission to the Minister for Education on the 14th December, 1973." (11).

> In this report it was argued that "it is difficult to define universities and colleges in generic terms; however, the authors felt that it was possible to list typical characteristics which reflect differences in the definition and purposes of colleges compared to universities." These characteristics are:
>
> (1) College courses tend to have a more applied emphasis and to be more vocationally orientated.
>
> (2) College students should be expected to have a vocational rather than academic or scholarly interest.
>
> (3) Colleges have more flexible entrance requirements.
>
> (4) Colleges have a more direct relationship with industry, commerce and other employing authorities.
>
> (5) Colleges provide greater opportunities for part-time studies.
>
> (6) The academic staff of universities have a commitment to research in that their academic duties include teaching and **research** and they are expected to spend a substantial proportion of their time on research and scholarship. Although some research activities occur in colleges, the staff's commitment is strongly to teaching.

(7) Universities offer higher degrees by research work. Generally, the colleges do not offer such degrees although in some specialised areas some colleges offer Masters degrees by this route and by course work.

(8) The commitment of universities to scholarship and research implies they should have more substantial library facilities and scientific research facilities than colleges.

(9) While the distribution of enrolments as between those in scientifically orientated courses is in the aggregate similar to universities and colleges, the colleges do not offer many courses in the humanities.

(10) Although colleges are offering an increased number of degree courses, a significant commitment of the college is the three year diploma following a full secondary education. In addition in some disciplines some colleges offer lower level two year diplomas. Some colleges also offer pre-tertiary courses.

The Report argued that: "Although a particular college may not differ from a particular university in respect of each of the above factors, taken as a whole they enable the broad distinction to be drawn between the universities and colleges." (12). The idea that there can be a demarcation between universities and colleges on the basis of pure and applied knowledge is unacceptable. Eric Robertson argues that this separation flows from a philosophy long accepted that: Thought takes priority over action. Such a philosophy was propounded by Aristotle, who believed that the useful arts are vulgar, the enemy of true scholarship, sensitivity and refinement. It was also evident in the division between the universities and technical institutes in 19th century England, where vocational education was regarded as inferior to liberal and academic education, but appropriate to the poor.

> "The education of the poor was conceived as a limited and even limiting process — the poor were not to be encouraged to think; they were to learn and carry out instructions competently. The owners and managers in industry, on the other hand, did not need specific skills, but a general education which could provide the basis for sound decision-making." (13).

This attitude continued today. Trail argues that it is desirable for a C.A.E. to remain with the tradition of a technical college from which it arose. He states:

> "This need for vocationalism is . . . because it meets the needs of students who should not be compelled to study material irrelevant to their professional lives and requiring useless expenditure of their time, effort and study." (14).

Trail concedes that some vocational humanities could be permitted in a course and suggests that the study of a language, with the aim of "practical utility in translation," may be appropriate for a C.A.E.

The Australian Universities Commission in its fifth report "stressed the need for a differentiation between the two sets of institutes of a kind that will be clear to students so that they may exercise a conscious choice." (15). Institutionally the division is also fostered by the separation of the A.U.C. and the C.A.E., contrary to the recommendations of the Martin Committee. Why it is held that universities are, or ever were, non-vocational is a mystery. The distinction between applied and pure research is also open to doubt. There may be directed research, as evidenced in the original purpose of C.S.I.R.O. and there can be pure research in terms of the integrity of its methodology, but what else? Such comparisons are based on generalisations and assume a static state model. The universities do not have a fixed clearly defined role, among their many activities, they do pursue vocationally orientated courses and are concerned with the application of knowledge. Tertiary education is composed of a continuum of institutions, possessing in many cases unique characteristics.

The rhetoric of difference and vocationalism which distinguishes the official policies governing advanced education masks the reality that, within the tertiary education sector, the colleges of advanced education act as social discriminators. They provide opportunities for tertiary education to those who would not normally obtain admission to a university or feel happy at one, but the education they offer is seen as socially inferior and often economically less rewarding. The vocational function has become a function of meetings the needs of employers, rather than examining and meeting the vocational aspirations or needs of students. The teaching function has been distorted into a form of programmed instruction which leaves neither staff nor students time to think, and contributes to a philistinism which exalts fact above concept, number above value, and the skill to manipulate the environment above the learning necessary to understand it.

In general, this development has prevented the establishment of a comprehensive system of post-secondary education as part of a national total educational system of recurrent education. It also encouraged many colleges to become more concerned with the search for status than with the performance of an educational function. It is a search that continues and it was interesting to note the classification of types of institutes put forward by Dr. Houston in his paper. Of particular interest to note was the separate classification of the conference of advanced education colleges which have become known incorrectly as the big seven.

Finally, the general acceptance of the Martin Report by the Commonwealth commenced the takeover of the finance of tertiary education by the Australian Government which was to be concluded a decade later and gave impetus to the removal of State Department of Education control from the technical colleges and teachers colleges. The move to a centralised authority accelerated after the election of the Australian Labour Party to Federal office in December 1972. Over the past two years, the Australian Government has abolished the payment of fees to students to tertiary institutions, assumed complete responsibility for the financing of tertiary education, introduced means tested tertiary allowances for students and brought the teachers colleges within the ambit of the Commission on Advanced Education.

Such financial control has given the Australian Government de facto control over a wide range of activities of the college sector in such areas as course development, construction works, student finance, academic salaries and recurrent finance.

As the various States did not accept the organisational structures outlined by the Martin Committee, the powers of the various State Authorities and their composition varied widely. The power of the State boards has been confused in some States by a duplication of authorities, with the introduction of the teachers colleges into the C.A.E. system.

Because of the heterogeneity of responsibilities vested in the various boards, any proposal for change must seek to clarify the relationships between the various boards within the States, between State Boards and Commonwealth Commissions (including AUC, CAE, TAFE, NIOTE and ACACAE) and between the various Commonwealth Commissions. Until such clarification is achieved, planning will remain unco-ordinated and fragmentary.

In summary, the acceptance of the recommendations of the Martin Committee by the Federal Government has had profound effects

on the development of the colleges of advanced education. In the first part of this paper an attempt has been made to highlight five adverse effects. They are:

(1) The lack of planning by the States and the Commonwealth when the first grants were made, enshrined fragmentation in the college sector, particularly in Victoria.

(2) The decision to finance only the tertiary component of the C.A.E.'s led to a shedding by many colleges of their non-tertiary activities. This reduced the viability of several colleges and left a gap in the post-secondary education system which must be now filled by TAFE colleges.

(3) The concept of vocational education based on a narrow economic interpretation of the purpose of education and a lack of recognition of social demand has prevented the development of a diversity of courses suited to the needs of students with a wide band of interests and abilities.

(4) The establishment of a ternary system of higher education based as it was on artificial comparisons between institutions has led to an unco-ordinated development of the post-secondary education system.

(5) The incursion of the Australian Government through the use of Section 96 grants has led to a diminution and dispersion of State authority and further centralisation of power in Canberra.

History, the Constitution and Federal-State distrust has ensured that Advanced Education in Australia developed in an irrational and unco-ordinated manner. A number of factors now evident in the Australian society may force some rationalisation to occur. Three major factors are worthy of consideration, namely changes in the labour market, revised demographic projections and a change in the political climate in which the colleges operate.

The first is a change in the labour market which has been apparent over recent years where the relativity between the salaries paid to academically trained personnel and other personnel is diminishing. Over the past decade there has been an increase in the supply of graduates entering the labour force as a proportion of the total population because of a rapid increase in the number of students undertaking tertiary education. In 1961 approximately 60,000 students attended universities or 6.1 per cent. of the 17 to 22 year old group. By 1974 there were 250,000 in the 17 universities and 77 colleges of advanced education or 18.2 per

cent. of the 17 to 22 year old age group. The Swanson and Bull Report argued that this participation rate would increase to 23 per cent. by 1990 by which time the college sector would have become the largest single sector of tertiary education.

Naturally with the increase in the supply of graduates as a proportion of the total population, more positions must be created. As the public sector is the largest employer of graduates, growth in demand will only take place if there is an expansion of that sector. The report of a survey of professional incomes in Victoria by K. Gravell of the Melbourne University Appointments Board indicates the dependence of certain professions on government employment as shown in the table below. (16).

Percentage employed by Governments

	Australia	State	Municipal	Total
Accountancy	9.2	9.1	1.3	19.6
Agric. Science	4.7	58.0	—	62.7
Architecture	9.4	12.5	0.7	22.6
Chemistry	20.6	10.8	0.4	30.8
Engineering	18.4	27.4	7.6	53.4
Physics	34.4	8.5	—	42.9
Psychology	15.0	23.8	1.1	39.9
Social Work	8.3	31.7	2.2	42.2

Using this table it can be argued that the growth and demand for teachers, agricultural scientists, engineers, psychologists, physical scientists and social workers is functionally related to the rate of growth of the public sector. The present Royal Commission into the Public Service could be of extreme significance for the development of colleges.

The oversupply of graduates is occurring at a time when the shortage of trade and technical trained people may increase the market power of such people and make these professions more attractive to school leavers. The Bone Report on "The Training Needs of Industry, Commerce and Government in South Australia" indicated that the fastest growing occupational category in industry today is technicians and stated "the trend in technology is such that it is possible to envisage technicians eventually being the largest single category of employees in industry within about 10 years." (17). It is apparent from the Public Service awards in Queensland that the relativity between technical trained and academic personnel is rapidly narrowing. If there is a decline in the relative earning capacity of graduates from tertiary

institutions, this may have some serious ramifications on the participation rates expected in higher education and on the structure and the nature of courses offered by such institutions.

A number of surveys undertaken in Australia indicate that many students undertake higher education to satisfy vocational aspirations. As students and their parents have high expectations regarding their future professional status and remuneration, it may be anticipated that if poor market conditions exist for academically trained manpower there may be a spontaneous reduction in the demand for such training. This reduction has been evident in the physical and earth science areas in recent years. A further reaction may be that professional bodies will accelerate their attempt to restrict the supply of graduates by lobbying for further increases in the length of courses and making the professional accreditation of such courses more stringent.

The second major factor that may force rationalisation is associated with the demography of the country. The implications of the Borrie Report have already been discussed at this conference and in this paper only one additional comment will be made. Borrie felt that the only factor that could lead to an increase in the numbers entering higher education was an increase in the participation rate. (18). It should be noted in terms of the Western European countries that Australian participation rates are already high as shown in the following table:

O.E.C.D.

Access to Higher Education and relevant age group

Australia	28.5	(1972)
Canada	49.8	(1972)
France	30.0	(1971)
Germany	15.8	(1970)
Japan	23.8	(1970)
United Kingdom	21.3	(1971)
United States	43.8	(1972)

Source: O.E.C.D. Observer, March/April 1975.

The participation rates in existing institutions of higher education are also dependent upon the alternative forms of education available to students. A number of significant developments have taken place in this area over recent years which could affect the attendance at existing institutions, the potentially most significant being the developments of TAFE colleges and open tertiary education.

At this conference the trend towards the centralisation of higher education has been debated. It is a phenomenon that is by no means unique to Australia.

> The Newman Report states that in the U.S.A. "efforts are underway in every State to formalise the systems of education and to develop stronger co-ordination agencies to supervise all of higher education." The Report also stated "the problems inherent in the growth of huge State-wide systems of higher education including standardisation, the centralisation of decision making and the introduction of new political forces in higher education have gone almost unnoticed." (19).

In Australia there are a number of factors which may bring tertiary education into the political limelight. Prior to the takeover of the complete financial responsibility for tertiary education in Australia by the Australian Government, political responsibility was both diffused and confused. Under the matching grants arrangements, the financial responsibility for this sector was shared. It is now centred in Canberra. It forms a greater part of the Federal budget and directly competes with other Federal priorities, one of which is General Revenue Grants to the States.

It is therefore conceivable and indeed probable that the States themselves may mount a campaign against the increasing proportion of funds going to tertiary education. There is also the possibility of the development of an anti-intellectual "backlash" originating in the conservative political parties and based on the feeling that free tertiary education is squandering too much public money on too many people who are unworthy of it.

The increased participation rate in tertiary education since the establishment of the colleges has meant that the mystique which once surrounded the hallowed halls of learning has virtually disappeared. A much larger section of the community is now familiar with tertiary education, and therefore no longer holds it in awe, but is in a position to discuss and criticise it. Universities will retain something of the old mystique by virtue of their self-conscious traditionalism and their exclusive quotas; colleges are almost completely devoid of it.

The Australian Government is becoming aware of such forces of accountability and as a result will develop more stringent controls over tertiary education. This development was evident at the recent Financial Procedures Conference held by the Commission on Advanced Education on 13th and 14th May, 1974. The Commission, in one of its planning documents, stated:

"As the Australian Government has now assumed full financial responsibility for the financing of approved tertiary level courses at colleges of advanced education, it is now necessary, in any case, to formulate and develop procedures to monitor each college's financial performance against the approved programmes and to standardise the format of audit certificates to link audit-verified expenditure with approved courses and building projects." (19). Little more need be said.

Any reappraisal of the existing governance structure of higher education must take into account the changing educational, economic and political values of our society. Specifically such proposals must take into account the following factors.

(1) The size and diversity of the colleges which constitute the college of advanced education sector, the effects of current trends in the labour market, and changing demographic patterns on such colleges.

(2) The implications of alternative forms of educational institutions such as community colleges on the size and course structures presently offered by the colleges.

(3) The development of new educational concepts and processes such as life long education and off campus education on the structure of colleges and the nature of its courses.

(4) The limitations of existing governance structures which compartmentalise and prevent the development of comprehensive planning in education. Attention must be directed in this area not only to the problems associated with Federal-State relationships but also the duplication of intrastate authorities.

(5) The demands for efficiency and accountability within the colleges.

(6) The need to promote the maximum level of institutional autonomy, an initiative consistent with the balanced and rational educational planning.

To the tidy mind, planning can only take place within a structure of certainty where response can be clearly identified. But, while co-ordination, rational planning and the elimination of waste are important goals in education, centralisation is often undertaken in areas where its benefits cannot be demonstrated. Flexibility and differentiation is needed within the institutions engaged in higher education if the institutions are to serve the educational needs of students.

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9. A PROPOSAL FOR CHANGE

L. J. Barker

From the confusion of authorities that presently exist some rationality must be developed if the institutions operating in the higher education sector are to effectively discharge their missions. It is extremely difficult to turn cucumbers into sunbeams but the model described below is based on a series of rather simple concepts. Unfortunately, even simple concepts are difficult to implement because of the complex web of Federal/State Government inter-relationships. The three basic elements of the proposed model are:

(i) A national Commission for Post-Secondary Education created as a statutory body by the Federal Government. This Commission shall be concerned with national post-secondary education policy formulation and co-ordination based on an assessment of societal needs.

(ii) State co-ordinating boards for post-secondary education set up by uniform legislation across the States, or legislation that contains sufficient common elements to enable the Federal Commission to delegate to the Boards all of its preliminary assessment work, and the majority of its executive functions. In effect, they would be regional boards of the National Tertiary Education Commission.

(iii) The creation of National and State Councils for Research and Planning in Education. The scope of operations for these Councils would not be limited to post-secondary education but would cover the total range of education services. Tertiary education planning could therefore proceed within the framework of the total educational environment and not in an atmosphere of arbitrary isolation as is presently the case.

Care would be necessary to ensure that membership of the Research and Planning Councils is based on a cross section of representation from all sections of education. Its main function would be to provide the National and State agencies with well-researched decision making information and statements of alternative options or patterns of development. It is suggested that such an arrangement would be superior to the development of research units attached to the specific statutory authorities or departments if such units are to avoid being forced by political pressure to abandon objectivity in a search for rationales to justify prejudices and opinions already held by key agency personnel.

The National Commission would be responsible for the financing of institutions of higher education. This would be done through the provisions of Section 96. It must be expected that as the Federal Government has assumed full financial responsibility, it will require institutions and States to report in greater detail on the application of such funds. However, this must not be the National Commission's prime function as such minute involvement with individual institutions can only clutter the functions of the National body to the detriment of National planning and policy formulation.

Whether or not there should be a single National Commission is a matter of continuous debate into which it is not proposed to enter except for minor comment so far as this model is concerned. The assumption is made here that the existing commissions would, but failure to do so in no way invalidates the model, since any merging of the commissions would involve changes in the scale, rather than in methods of operations. It would be unfortunate if the existing situation prevailed since this would inhibit the overall development of higher education as a widened spectrum of services. An opportunity would arise to abandon the fuzzy "complementary but different" philosophy with its implications of segmentation and of University inflexibility. Above all, a possibility for the development of a continuum of alternative tertiary education options by incentive rather than by regulation would be created.

A proposal of a National Commission is not an original proposition. The Martin Committee in its 1964 report recommended as follows:

> "6.174. The Committee recommends that an Australian Tertiary Education Commission should be created and that this Commission should accept the responsibilities already assumed by the Australian Universities Commission in addition to the task of co-ordinating the activities of the Boards of Teacher Education and the Institutes of Colleges. The Committee envisages that the new Commission would then act as the Federal statutory body through which Commonwealth grants would be made available to the Universities, the Boards and the Institutes." (1).

This recommendation was not adopted by the Federal Government of the time, which, considering the relative numerical and political strengths of the Universities and the Colleges, was probably a correct decision.

Recently, Dennison (2) in his report to the Commonwealth Commission of Enquiry into Poverty made a similar recommendation when he proposed a single Federal Commission on Post-Secondary Education and a statutory body in each of the States responsible for the planning and development of post-secondary education. Dennison saw the State body as a Council of representatives, engaged in co-operative planning. In Western Australia the Tertiary Education Commission already operates to a large extent along these lines while in South Australia the South Australian Council, although it has no co-ordinating function, is a council of representatives engaged in education planning.

Neither Martin nor Dennison saw the Federal-State relationships in terms of a National-Regional policy and co-ordinating system. Such a National-Regional system has been proposed by the Schools Commission as part of an organisation set up to advise the Federal Government on its assistance to the States for primary and secondary education. In these areas the Federal Government is concerned with supplementation rather than full funding and therefore the regional boards would be purely advisory agencies of its own creation. The State Governments will not be involved. In tertiary education an entirely different set of circumstances prevail. State Government involvement is minimal and in reality direct State-Institutional relationships are rapidly changing from a political to a mechanical basis. The Federal Government is dominant and must exercise responsible control. Two courses are open. It either strengthens control from Canberra by establishing a central body responsible for detailed planning, develop-

ment and moderation; or it delegates very substantial powers in all of these areas to State Boards. It is suggested that the latter is preferable, if States will co-operate and establish Boards that will have reasonable operational uniformity.

This could be achieved through a scheme of uniform State legislation, although the difficulties of achieving agreement across the States cannot be underestimated.

At the State level there would not appear to be any fundamental reasons, other than those generated by local political pressures, that would make necessary the retention of the existing fragmented tertiary education structures. As previously discussed, Western Australia is the only State which has a Tertiary Education Commission dealing with the universities, the Western Australian Institute of Technology, and through the Teacher Education Authority, the teachers colleges. In New South Wales a Higher Education Authority exists but the contact of this authority with the individual colleges is effected through two boards, the Advanced Education Board and the Universities Board. In other States the universities deal directly with the A.U.C. and the colleges deal with the C.A.E. through a complexity of State Boards which have been discussed earlier in this paper. Some change in this structure may emanate from the two enquiries presently being held in Western Australia and Tasmania.

The time has come for this fragmentary situation to be replaced at the State level by a single State co-ordinating Board. Under such an arrangement both the Colleges and the co-ordinating Boards would be affected but it is in the latter area that the majority of changes need to be made. In most cases only a few minor changes would be required to the instruments of incorporation of the individual institutions.

To implement the scheme all States would need to make changes to their existing legislation. It is difficult to think of a case where this would not be an advantage, as even a superficial reading of the various State Acts shows the opinions, prejudices and power conflicts of the State departmental officers who participated in preparing the original legislation. Some of the classic examples of barrow pushing are to be found in the staff establishment provisions of the New South Wales Act, the concept of the State College of Victoria and the unworkable College Boards (subsequently corrected) of the Teacher Education Authority of Western Australia.

It is in Victoria, the home State of advanced education, that the most sweeping changes would be necessary. The Victoria

Institute of Colleges and State College of Victoria would need to be dismantled and replaced by a State co-ordinating body which differs markedly from the existing central authorities which, in effect, make the College of Advanced Education system in Victoria, two multi-campus colleges. In New South Wales the Higher Education Authority, Advanced Education Board and Universities Board would be amalgamated and reconstituted; in South Australia and Queensland the Boards of Advanced Education would be reconstituted to cover all post-secondary institutions; and in Western Australia the Teacher Education Authority would be disbanded and the Tertiary Education Commission reconstituted as a strengthened authority with a wider based membership.

A general scheme for a College of Advanced Education governance model is set out in Diagram 5.1. The interrelationships are more complex than those shown in the diagram and will evolve even further. A more detailed analysis of some of the major functions of each authority may help to clarify the proposal.
The major elements of the scheme will now be discussed at each of its three levels of operation: National, State and Institutional.

NATIONAL LEVEL AGENCIES

1. The Commission on Post-Secondary Education

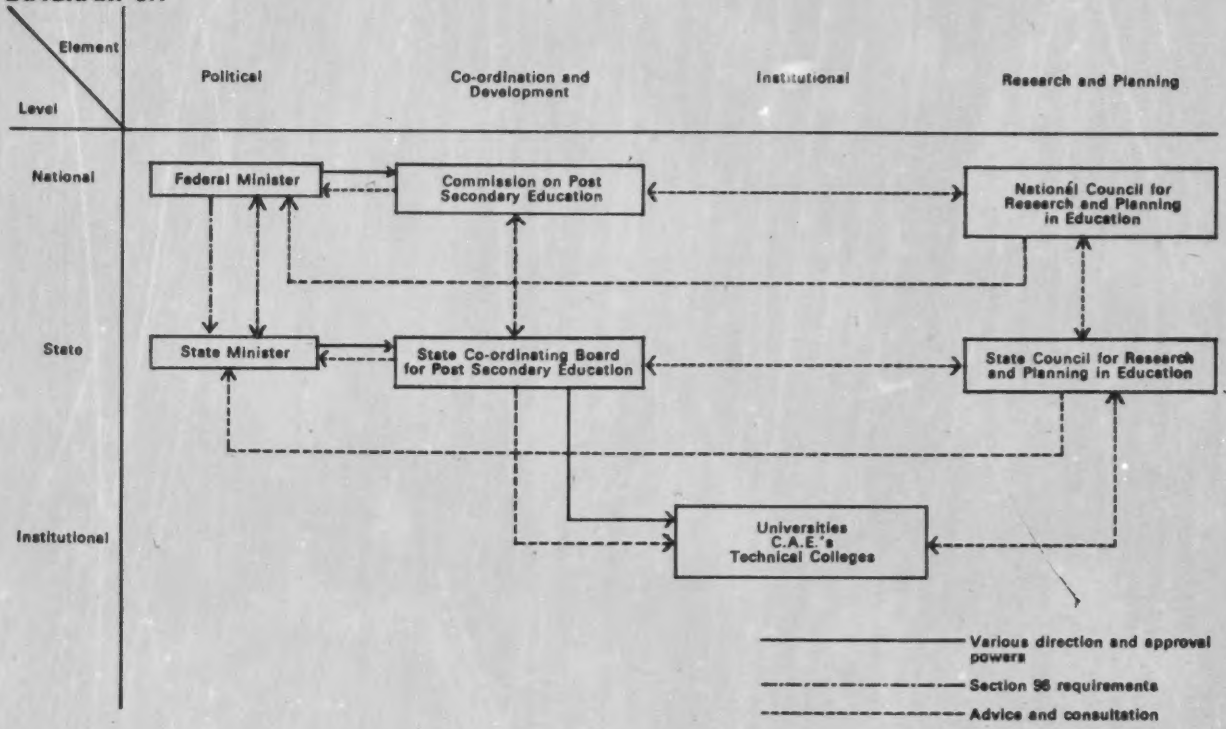
For the purposes of this model, post-secondary education is defined as those educational services that assume the completion of twelve years of secondary education. This is not an entirely satisfactory definition as certain aspects of technical education and adult education would be excluded.

The functions of the National Commission and its operation would be similar to those laid down for the existing commissions. The major features of the present legislation of the C.A.E. and A.U.C. are:

(i) It is concerned with advice to the Federal Minister on the need, conditions, amount and allocations of financial assistance to Commonwealth Institutions and assistance to the States in relation to State Institutions.

(ii) The Commissions are charged with ensuring balanced institutional development so as to promote the most advantageous use of such resources.

DIAGRAM 5.1


Element
Level
Political
Co-ordination and Development
Institutional
Research and Planning
National
Federal Minister
Commission on Post Secondary Education
National Council for Research and Planning in Education
State
State Minister
State Co-ordinating Board for Post Secondary Education
State Council for Research and Planning in Education
Institutional
Universities
C.A.E.'s
Technical Colleges
Various direction and approval powers
Section 96 requirements
Advice and consultation

(iii) The Commissions are required to consult with each other, with the States, and with individual institutions in the performance of their functions.

It is suggested that two major changes should be made. The first is that the functions of the new Commission and the methods by which such functions are implemented and monitored should be spelt out in considerable detail. In particular reference should be made to post-secondary education policy formulation, long-term planning, course co-ordination and other academic developments.

Changes such as these would not have been acceptable while the States were directly involved in financing tertiary education. Even now when the States have no financial involvement, the explicit listing of the specific functions of the Commission could re-activate the State Rights issue.

The second and more fundamental change is that the Commission is required to consult with the proposed National Council for Research and Planning in Education.

Constitutional constraints are such that a provision for direct delegation of functions and powers to the State Boards is not possible in the Commission establishment legislation. These Boards would remain responsible to the State Minister and Parliament. Delegation would be from Minister to Minister and would be incorporated into the conditions attached to the Specific Purpose Grants.

The Commissions' operating policies and procedures would be determined by its detailed listing of functions and the degree of delegation agreed upon by the Federal and State Ministers.

A single Commission would have a very large field to cover and the magnitude of the task alone would mean that much of the detailed work of the Commissions particularly with regard to individual course approvals and buildings approvals would have to be abandoned, unless a very large central staff was built up in Canberra. Dual Commissions would find delegation more difficult since the work load would be such that a large degree of central control could be maintained.

2. **National Council for Research and Planning in Education**

The rationale for including a Research and Planning body in the model is based on the premise that:

> Educational planning is a specialist and continuous process that should be carried out in the total educational environ-

ment in order that the interrelationships between the component parts can be studied and planning proceed on a rational basis rather than in an informational vacuum.

The Council would be a statutory authority with its own establishment Act, and would have a membership based on representation from the various elements of education (primary, secondary, tertiary, technical, etc.) with some attention being paid to an equitable State representation.

The point should clearly be made that the Council must not be permitted to usurp the functions of the Commission for Post-Secondary Education. A great deal of the work of the Commission would not require Council advice and consultation with the Council could not be required as a prelude to decision making.

Council functions would include the following:

(i) To undertake research and planning and evaluate work on the various options available for the future development of Australian education.

(ii) To undertake or commission research on specific matters referred to it by the various Federal Government Commissions and agencies.

(iii) To encourage a rational approach to research into identified needs areas in Australian Education.

(iv) To act as an information centre on current research into education.

STATE LEVEL AGENCIES

1. The State Co-ordinating Boards

It is in this area that the major changes would be necessary. The Boards would still report to the State Education Minister, but in fact would operate as regional extensions of the national commission. Their functions would be widened to embrace the University and Further Education sectors, but as was the case with the National Commission the model would not be invalidated if this merger was not effected.

The Boards would be statutory authorities set up under State legislation that was as uniform as possible across the States. The Board would not be composed of delegates representing sectional interests rather they would be constituted by Ministerial appoint-

ments, selection being based upon demonstrated achievement in a wide range of professional, industrial, commercial and public enterprises. This would bring the influence of the State Departments of Education and the Universities into proper perspective. Provision may be made for representation of special interest groups by election such as staff and students. However, these members should be very much a minority.

It is essential that the roles of the Boards are clearly defined so that they are seen as regional co-ordinating councils and not State-wide "governing boards." Current management practice is in the direction of decentralisation and the provision of the maximum opportunities for individual initiative. This should be a fundamental premise of the State Board. In the exercise of their responsibilities, the Boards must exercise certain controls and impose certain requirements on the Institutions. However, every Board decision must be taken in the light of the necessity for preserving and enhancing the individual institutions' integrity and vitality. More specifically, the function of the State Boards should be:

(i) Preparation of State-wide plans for post-secondary education that should be concerned with the whole range of activities in this area and with the interrelationships between programmes, and with the articulation of these programmes with the secondary schools.

(ii) Continuous moderation and evaluation of post-secondary education on a State-wide and individual institution basis.

(iii) Co-ordination of institutional development, including capital programmes and course development.

(iv) Implementation of National Commission policy.

(v) Encouragement of institutional diversity, innovation and efficiency.

In the performance of their functions, it is suggested that the following operational guidelines would be effective.

The Boards should:

(i) Consult regularly with the Councils and Principal Officers of each institution, also with key political, societal and industrial leaders.

(ii) Develop and continuously reframe and refine a series of academic and operational policies, through a formal review mechanism. Such policies must be framed so as to encourage diversity and initiative.

(iii) Provide a forum in which a cross-section of public interests can consult with educators to study the evolving needs for higher education.

(iv) Identify and encourage satisfaction of special educational needs.

(v) Assess the financial needs of each institution and advise the National Commission on the allocation of Capital, Recurrent and Special Purpose funding.

(vi) Protect the autonomy and diversity of the institutions from strangulation through regulation.

(vii) Supply advisory services where necessary and appropriate.

2. State Council for Research and Planning in Education

This Council would be similar to the proposed National Council and the rationale for its establishment is the same. At State level the membership would be drawn from individuals closer to the actual instructional interface than in the case of the National body where the very scope of the operations would be such that representation would be mainly from major educational organisations. Individual institutions or groups of institutions would be represented.

Such a Council already exists in South Australia where the South Australian Council for Educational Planning and Research has been established. The powers and functions of this Council could serve as a model for the other States. They are:

(i) The Council shall have the following powers and functions:

(a) to conduct, or commission the conduct of, such investigations and research as the Council considers desirable with respect to the provision of educational services and the use of educational resources;

(b) to promote the development, rationalisation and co-ordination of educational services;

(c) to establish and maintain a library and to accumulate statistical evidence relevant to the functions of the Council;

(d) to publish reports, papers or documents relating to educational planning and research; and

(e) to perform any other functions that may, in the opinion of the Council, be reasonably incidental to the foregoing.

(ii) The Council may, in the exercise of its powers and functions under this Act, co-operate with other authorities with the object of promoting educational research, and assisting in the development, rationalisation and co-ordination of educational services.

(iii) The Council shall conduct research into, and advise the Minister upon, any matter that the Minister refers to the Council for investigation and advice.

When introducing the Bill into the South Australian Parliament, the Hon. Hugh Hudson, Minister for Education, commented on the operation of the Council. He stated:

> "The Council to be established under the new Act will be concerned with long-term planning. The research and investigations it will undertake will indicate the nature and direction of planned developments. The Council will act in an advisory capacity and will not impinge on the autonomy of separate institutions as created by law in this State, nor on the legal powers entrusted to such bodies as the Board of Advanced Education, the Pre-School Committee or the powers contained in the Education Act." (3).

And further, when discussing the need for and the need to maintain a balance between economy and efficiency against an equitable provision of resources and facilities for all,

> "The Council will give material assistance in maintaining this balance by providing objective and informed advice." (4).

The functions and operations of the Council as set out appear in line with the model, especially the points made with respect to long-range planning and the provision of objective and informed advice. Both are absolutely essential if the State Boards are to perform a useful function within the overall structure of Australian post-secondary education.

There is a danger in the South Australian Bill in that it contains a section that requires the Council to advise the Minister on any matter that he refers to it for investigation and advice. It would be most unfortunate if the Council was used by the Minister for anything else than a source of objective and informed advice.

The college sector remains in a state of transition. The lines of authority, the functions of the various boards and commissions and the rationale for their establishment have never been the subject of a public debate and to a large extent remain unknown.

Clarification is necessary. However, care must be taken to ensure that co-ordination, rational planning and the elimination of waste in education do not override the needs of the community for a diversified and flexible educational system. The model presented, while it needs further refinement and definition, is an attempt to provide such a system.

Above all, a co-ordinated and logical appraisal of Australian tertiary education is now overdue. The sooner a Commission of Enquiry is constituted the better.

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10. ADVANCED EDUCATION — IS IT ?

C. Porter

I do not wish to appear too iconoclastic by commencing an address here with the question "Advanced Education, Is It?" But perhaps for all of us it is sometimes useful to question hidebound beliefs, on which so much pretty theory and even prettier practice is based. My own profession (one can hardly call it a discipline), perhaps needs this more than most: we politicians constantly take ourselves too seriously. There is an apocryphal story told . . . Doctor, Engineer, Politician: "Who created chaos?" When we consider the shape of the world today and the odd directions that highly trained and intelligent people often are taking, it may not be surprising that some now look askance, not only at politicians when fearing chaos, but also at educators.

So back to square one: Advanced Education. Is it, or isn't it? What is Education, if it comes to that? What is "advanced?" And advanced from what, and to what?

For quite some years now there has been a general naive notion, cultivated for the votes that may be in it by all political parties, that the more money spent on education, then the better that education must be. But some perceptive people looking at the end products of the lavish and sophisticated facilities are beginning to doubt whether the fine buildings and facilities guarantee anything at all. Of course, this is not to deny that larger expenditures are needed at specific points of the educational structure.

But overall, the questions on Advanced Education are valid and call for answers. You will all know much better than I how education has proliferated over recent years. In the last two decades our expenditure per head of population on education (I'm speaking now in national terms) has multiplied six-fold. The number graduating from universities has almost quadrupled. The proportion of our students in the 17 to 22 years age group has more than doubled. Where twenty years ago the proportion of young people attending secondary or technical schools was less than one in four, now it is better than one in two.

In quantitative terms these are remarkable achievements. But what of them in qualitative terms? This is a more difficult question to answer: how do you measure a result? By the sheer economic benefit a community derives from having more trained technical and professional people to serve it? Or by the moral and inspirational drive that clever and good people can impart to their community?

I suppose that what I am asking is: does our Education (especially at the advanced levels) merely aim to provide us with more of the "things" of life — the hardware of improved and additional complicated goods and services — or does it consciously aim at enabling us to live more successfully with the hardware that modern science and technology appear to have made their obsessions?

If asked I would have to agree that there can be only one proper subject matter for education, and that is Life in all its myriad manifestations. But our education at the higher levels is geared to the conviction in parents' and students' minds that a degree or a diploma or the equivalent is an almost infallible passport to a good job on graduation and to a secure and first-rate career in the long term. This really is not in any sense an education to cope with even a few, let alone all, of Life's rich manifestations. None of us, I submit, can ignore the plain fact that despite all the spending of money and enlargement of higher learning opportunities, together with the abolition of University fees and the spawning of many Colleges of Advanced Education, there is paradoxically widespread dissatisfaction with the educational system. Many students are unhappy and even rebellious, teachers are increasingly resorting to trades union pressures to mount their dissatisfaction, and governments are becoming unhappily aware that in this vexed field the more they do the less thanks they are apt to receive. Who knows: in these circumstances politicans might decide to spend the money where there is a more predictably favourable reaction.

Colleges of Advanced Education rest very heavily on the proposition that they satisfy the community need for training in professional and technical skills. The Universities claim this also, but they make the extra claim — and it may well be in this day and age little more than a claim — that they are concerned with the drive for excellence. But does this generally asserted need for more and more degree and diploma people really exist? I'm sure many of you will remember the article Mr. William Ginnane wrote in the A.N.U. News precisely three years ago, when after much research he suggested the supply-demand ratio had swung fairly permanently in an unfavourable direction for university and college trained people. Mr. Ginnane wrote:

> "The public service is no longer a bottomless pit of employment. The teaching profession is not yet saturated but clearly it soon will be approaching that state. It is already very much a buyer's market in the higher-education bracket. The over-supply of qualified people is inexorably reaching further and further down into the structure."

The article went on to point out that it was no longer the case that a degree in Science, Law, Economics or Engineering or whatever automatically guaranteed entree to a safe and rich job. And remember, this was written three years ago: the inexorable march of time has in many ways clearly made the position worse and justified the prophecies.

So the questions asked earlier about Advanced Education seem to take on ominous overtones. If we are to be concerned about where we are advancing to — and clearly we should be — perhaps we might do well to be particularly concerned as to what we are advancing from.

I am very much a layman in a field wherein you here tonight represent a formidable expertise, so one hesitates to make pronouncements or theorise too readily. But it does seem to me that the whole of education — the total process — has to justify itself if governments are expected to continue spending massive sums on it, and especially higher education which after all is concerned only with the final small percentage of those who start in our mass education mill.

It would be difficult for anyone to demonstrate beyond question that our huge educational effort is making our society a visibly better place in which to live. Unhappily, the mounting educational expenditure has become compatible with growing crime and delinquency (the crime becoming increasingly violent as it moves down into younger age groups). Alocholism, drug addiction,

illegitimacy are all becoming worse. That bulwark of a civilised society, the family, is becoming increasingly threatened as the young products of the "do your own thing" credo enter marriage without enough sense of either compassion or responsibility. Or are these latter old-fashioned value judgments which have no place in today's education?

If this be so, the community may well ask, Advanced Education, from what to what, and we should none of us be too surprised if it comes up with an unwelcome answer.

I probably haven't expressed this very well, but my strong feeling is that Advanced Education may be important, but it won't advance anything very much unless the proper material is already there for the colleges to work upon. I have always seen learning as very much a normal behavioural process, in which one proceeds from the general to the particular, and of course in this event it must be properly sequential. It should be like building a house, one brick going on top of another brick already laid down: miss out some of the base bricks and no amount of fancy superstructure is going to achieve much.

If this is true, to only a degree, then clearly what the child learns early will determine what the adolescent can learn later. I do not mean learning as a trained capacity to recall and regurgitate on demand specific information: I mean really learn and understand, in the sense that what is learnt is understood in the context of life and all its unfolding manifestations.

Viewing Education in this context, then, the role of the mother in a secure family seems to me quite vital, and I cannot see any later formal institutionalised education really making up for any substantial early deficiency. Coleman, following his massive studies covering 600,000 children, 6,000 teachers and 4,000 schools flatly states that family training differences account for much more variation in educational achievement than do school differences. The later U.S. Government study on "Equality of Educational Opportunity" comes to precisely the same conclusion.

So the nagging question here — certainly it nags me as a member of a Government that must make decisions in the field — is: if more money is to be spent on education, then to which end of the process should it be directed? And, of course, we mustn't concentrate only on beginnings and conclusions: there is also the extended middle to be thought about.

Well, I have posed questions and given very poor answers, if indeed they are answers at all. One thing is very definite: history

clearly shows that happy societies are relatively stable societies, where change is held to acceptable limits that can be safely absorbed. But that has not been our society's way for the last thirty, forty years. We have adopted the philosophy that all change is good change and it must be beneficial merely because it is change. It would be strange if our educational system did not reflect that philosophy.

So it is that in education we have put a premium on innovation, with the result that our system becomes geared to instability rather than stability. In this circumstance, it is no wonder that control and pattern begin to break down. Well-meaning teachers hare off in strange directions, and parents suddenly find the generation gap has become a yawning chasm, and wonder who are the bitter-tongued young strangers that so little time before were their adolescent children.

This is exaggeration, of course. But then, that's always part of the exercise if we are to be induced to run around fast enough so that we can see wood, as well as trees. But too much running, if only figuratively, is a little trying after a good dinner, so that's as good a reason as any to conclude for digestion's sake.

11. A FRAMEWORK FOR CONSIDERATION OF GOVERNANCE

J. A. O'Shea

Certain areas of the social sciences seem to be characterised by successive waves of fashionable approaches. These are often given a descriptive label or slogan. Examples in education include "Progressive Education", "Discovery Learning" and "Creativity Training". Examples may also be found in the general area of organisation theory. For example, many authors recognise a broad historical growth of organisation and administration theory through "A Managerial Era", "A Human Relations Era" and "A Social Science Era". In this young and rapidly expanding field of organisation and administration, there does not appear to be universal acceptance of many of the terms commonly utilised. For example, are the terms "administration" and "management" synonymous? Does introduction of the term "governance" clarify or confuse the matter? The object of this paper is to review some of these definitional problems and to present a viewpoint or frame of reference for consideration of governance.

A CONCEPTUAL FRAMEWORK

A First Definition of Governance

The word governance is a relative newcomer to the educational scene. It is an old word revived in a new context as the Concise

Oxford Dictionary (5th Edition 1964) defines governance as the "act, manner, fact or function of governing" and indicates that a more modern word is government.

The present popular usage of the word can be attributed to Corson who defined it as:

> "that administrative process which in the university or college is distinctive, the process of **deciding** and seeing to it that decisions made are executed." (1).

He saw it as the process or art with which the actors in an institution of higher learning (scholars, students, administrators and the governing body) establish and carry out the rules and regulations that facilitate their collaboration, that preserve essential individual freedom, and that minimise conflict. (2). Hodgkinson suggested that, although there have been diffuse interpretations of the term since its first use by Corson, it has a dual focus, both on structures and on the patterns of human interaction within the structure. (3). McConnell and Mortimer appeared to endorse this duality of meaning, by presenting their study as:

> "an effort to identify the forces playing on the processes of governance rather than an attempt to propose a detailed model for the distribution of authority and influence." (4).

To this point, the word is seen to incorporate both the structures and the processes by which decisions are arrived at. The succint definition of governance in a recent publication as "the structures and processes of decision making" (5) may therefore be adopted as an acceptable first definition in the broadest sense.

In that broad definition, the term is neither limited to any particular level of education, nor limited only to education. It could, for example, be applied to B.H.P. or I.B.M. or to any organisation. Though, to this time, there is little evidence of its use in the world of commerce, there is evidence of its extension beyond the narrow confine of a university or college environment. For example, the Alberta Commission on Educational Planning applied the term through the whole range of education — from early education, to basic education, to higher education and to further education. (6). That report saw decision-making as occurring at various levels in a three-tiered structure with broad policy decisions made at the Legislative Assembly, local policy formulated in a decentralised system of Provincial Governing Boards and School Boards, and institutional policy determined by School Councils. In that usage, governance needs to be qualified to denote clearly the level or location of the "structures and processes" under

discussion. Governance **in** Colleges has a completely different meaning from governance **of** Colleges. The former clearly involves intra-organisational behaviour while the latter suggests the relationship of a cluster of organisations to one or more organisations located further up a hierarchy of organisations.

Institutions of higher learning form but one type of organisation in a society comprised of a very large number of organisations. The term organisation has been defined by Hicks as "a structured process in which persons interact for objectives." (7). This explicit definition is succinct and incorporates five important aspects common to all organisations: an organisation includes people; the people interact in some way; the interactions can be ordered or described by some sort of structure; each actor has personal objectives and the expectation that these will be furthered by his participation in the organisation; and the achievement of joint, organisational objectives, can be assisted by the interaction of members of the organisation.

It should be noted that the definition places emphasis on interactions between people, the basic component of all organisations, and that the organisational structure describes how these interactions are intended to take place. For formal organisations, the formal structure sets out features of the organisation including hierarchies of objectives, and the institutional roles, relationships and activities of the members and groups of members within the organisation. For informal organisations the structure is less important and usually not explicitly specified. Narrowing the discussion to formal organisations, it is apparent that the nature of the **structure** and the particular **processes** of interaction vary widely among organisations.

Recognition of this basic fact has resulted in many attempts to classify organisations. One simple scheme is to classify organisations into **formal** or **informal** depending on the degree to which they are formally structured. As pointed out by Hicks, this classification really defines the extremes of a continuum of organisational types, as it would probably be impossible to find a completely formal or informal organisation. (8). It should be noted that "informal" is also used in a different sense by authors to describe the interactions of members of a formal organisation which take place outside the formal organisational structure. This "informal structure" or "informal network" may arise from organisational frustration and the need to identify with colleagues as persons rather than occupiers of prescribed roles in the organisation. Katz and Kahn summarised this notion as follows:

> "Every group thus develops its own pattern of communication, interaction, and informal norms to meet the social and emotional needs of its members. Informal structure of this type is not necessarily in opposition to the basic objectives of the organisation, but it frequently is in contradiction to the prescribed institutional paths for reaching those goals." (9).

The position taken here is that an institution of higher learning is a formal organisation and that it possesses informal structures.

Blau and Scott classified organisations on the basis of "who benefits" and suggested that four types of organisations emerged on that criterion: mutual benefit associations (prime beneficiary, the members); business concerns (prime beneficiary, the owners); service organisations (prime beneficiary, the client group); and commonweal organisations (prime beneficiary, the public at large). (10). In this classification an institution of higher learning would be termed both a service organisation, the prime beneficiary being the students, and a commonweal organisation since it provides a reservoir of trained manpower for societal purposes.

Katz and Kahn put forward a somewhat different typology based on first-order and second-order factors. The first-order factor was described in terms of "the type of activity in which the organisation is engaged as a subsystem of the larger society." (11). Four broad classes were proposed: productive or economic organisations (organisations providing goods and services); maintenance organisations (socialising and training people for roles in other organisations and in the wider society); adaptive organisations (discovering new knowledge and innovative solutions to problems); managerial-political organisations (co-ordinating and controlling human and material resources). In this first-order categorisation, it will be seen that an institution of higher learning fits both into the maintenance class and into the adaptive class. Second-order characteristics can be many and relate generally to transactions between the organisation and its social and physical environment, to its internal transactions, and to its specific structure. (12). A distinction of relevance here is the nature of the throughput in an educational institution since "human beings as objects of a change process require different organisational processes than materials transformed in a manufacturing plant." (13).

In his work on adaptations of persons to an organisational environment Presthus described his frame of reference or ideal type as a "big" organisation which, in his terms, was one "in which the number of members is large enough to prohibit face to face

relations among most members." (14).

To this point an institution of higher learning is thus conceptualised as a formal and complex organisation; principally a service organisation in Blau and Scott's terms; an adaptive, maintenance, people-processing, organisation in Katz and Kahn's terms; and big in Presthus's terms.

THE SYSTEMS APPROACH

The system theory of organisations is a useful tool in establishing a framework for study of a particular organisation or suite of organisations. Hicks defined a system as a "set of interrelated, interdependent, or inter-acting elements" and pointed out that the basic conceptualisation of a system envisaged the various elements of the system as possessing their own distinct objective but contributing to the overall goals of the whole system through a process of mutual reinforcement. (15). A system is conceptualised as open or closed. The latter is one that is completely self-enclosed and isolated from contact with the environment. This is essentially a theoretical concept. In contrast, an open system reacts with its environment; it influences its environment and is influenced by that environment.

Katz and Kahn regarded an organisation as a **social system** which, if it was to survive, must be an open living system and they saw nine characteristics as defining all open systems: energy importation; through-put (processing or transformation); out-put; a cyclic character; negative entropy (obtained by importation of more energy from the environment than it expends); feedback (a special kind of energic importation); dynamic homeostasis; differentiation (diffuse global patterns replaced by more specialised functions); equifinality (a system may reach the same final state from differing initial conditions and by a variety of paths). (16). Browne and Simpkins in commenting on the relationships between formal education and the surrounding society acknowledged that system concepts may be applied at various levels of analysis including education as a social institution, education in a regional context, local organisations in a local context, and the individual in his educational and social context. (17).

From system concepts it is apparent that any institution of higher learning is an open system since it must exchange resources with its environment in order to survive. Rice took that view of an institution of higher learning and considered a university as though it had two major sub-systems — one for the dissemination

of knowledge, the other for the discovery of knowledge. (18). In system terms he viewed the former in the following way:

> "The intakes into the teaching system of a university are students; and the outputs graduates (and failures). Provided the quality of its outputs (graduates) is maintained, the university continues to receive resources and to attract students." (19).

The foregoing discussion has added a further dimension to the conceptual frame of reference. An institution of higher learning is an open system and may also be viewed, in system terms, as an element of a wider system. Thus, whilst some studies may be concerned with the internal structures and processes of decision making in institutions of higher learning, such institutions should first be seen within the wider system within which they function.

THE AUSTRALIAN SYSTEM OF HIGHER EDUCATION

In drawing up a framework for the consideration of governance of higher education in Australia, it is thus considered necessary to include some details of the structure and financing of the binary system of Australian higher education as it presently exists.

The binary system consists of Universities (many of which have been in existence for over half a century) and a heterogeneous group of other institutions commonly referred to as Colleges of Advanced Education, many of which came into existence in the 1965-1970 period. Although, under the Australian Constitution, education is regarded as a State responsibility there has been an increasing involvement of the Federal Government in higher education.

This growth of Federal participation in higher education since the Australian Constitution came into operation on 1st January 1901 has been traced by Cowen. (20). The first major step was the **Commonwealth Education Act 1945,** which provided Commonwealth entry into the field of education by way of financial provision to students, but from 1951 the Commonwealth began to make some grants to the universities through the States. Following what has become known as the Murray Report, published in the late 1950s, the Commonwealth Government announced its intention to make grants to the States for university purposes, and by the **Australian Universities Commission Act of 1959** established that Commission as a Commonwealth instrumentality to advise the government on the needs of universities. Commonwealth interest in the development of non-university tertiary education began in the early 1960s and Colleges of Advanced Educa-

tion had their genesis in the so-called Martin Report. (21). Following the Martin Report, in 1965 the Commonwealth Government set up the Commonwealth Advisory Committee on Advanced Education — later to become the Commonwealth Commission on Advanced Education — under the then chairmanship of Dr. Wark and the legislature made provision for Commonwealth support for Colleges of Advanced Education which broadly parallelled the support provided to universities. Teachers' Colleges were not classified as Colleges of Advanced Education at that time, but, more recently, they have been integrated into the C.A.E. system. In 1974 the Commonwealth undertook the total financing of the Universities and Colleges of Advanced Education and abolished tuition fees from the beginning of the 1974 academic year. The financial responsibility assumed by the Federal Government includes grants for capital programmes (mainly buildings) and for recurrent expenditure, the greatest proportion of which is devoted to payment of academic and other staff. Institutional programmes are planned on a triennium basis, the next triennium commencing in 1976. As the legal responsibility for education is vested in the six States, funds are channelled through the State treasuries.

At the Federal level, the government is advised of the needs of the two systems by two statutory bodies — the Australian Universities Commission and the Commonwealth Commission on Advanced Education.

At the State level, some States have instituted State co-ordinating boards, such as The Advanced Education Board (Colleges) in New South Wales and The Board of Advanced Education (Coleges) in Queensland, to co-ordinate (they do much more than that) the activities of the relevant institutions of higher learning. Some States have instituted a single body at State level to co-ordinate the activities of the binary system in that State, for example The Higher Education Authority in New South Wales, but, in effect, the individual universities have direct access to the Australian Universities Commission while the colleges are controlled at State level by bodies such as the A.E.B. or B.A.E. and do not have direct access to the Commonwealth Commission on Advanced Education.

It is not intended to enter into a debate on the merits or disadvantages of the binary system, or to attempt to differentiate the respective roles of Universities and Colleges of Advanced Education. In fact, those roles have never been clearly defined to everyone's satisfaction. Nor is it proposed to contrast the

degree of autonomy enjoyed by universities compared to that of the colleges.

The salient point is that within the overall system of higher education in Australia, the term "governance" can be applied at a number of levels. For example, from the viewpoint of a College of Advanced Education, governance can be applied at the institutional level, at the State level, and at the Federal level.

ORGANISATION AND ADMINISTRATION THEORY

Two different viewpoints on organisation theory and administration theory have been recognised. (22).

In one view, an organisation is seen to embrace a formal structure, a formal process, an informal process and a culture. In that perspective, the formal structure is the formal arrangement of positions in the organisation as reflected in an organisational chart, whilst the formal process which may be termed "administration" involves "such activities as decision making, communicating, allocating roles and facilities, supervising and evaluating." (23). The informal process embraces the activities of the members of the organisation which are not formally prescribed by the organisation. The fourth element, culture, is a global term describing the pattern of values, the norms, and their symbolisations which an organisation possesses. (24). In this view **organisation theory** is a general term "applied to all theories which have reference to some aspects of a complex organisation." (25). **Administrative theory,** then, is part of organisation theory and is a term applied to "theory which has reference to only the administrative dimension of a formal organisation." (26). That is, administrative theory is subsumed under the general notion of organisation theory.

In the second view, organisation theory is seen as seeking to explain both the structure and functions of an organisation as an entity by focusing upon one or more key dimensions which are regarded as crucial to such an explanation. (27). Such dimensions might, for example, include the decision making structures and processes. In this view, organisation theory and administration theory are synonymous provided administration theory, in focusing on one or more aspects of the administrative process, "seeks also to establish the relationship between these and the formal and informal structures, processes and culture of the organisation." (28).

A further problem in examining organisation and administration theory is presented by the ambiguous use of the terms adminis-

tration and management. There are many definitions of administration, management and related terms.

Savage suggested that the more generally accepted meanings were that **administration** was the function concerned with the determination of overall policies whilst **management** was the function concerned with the execution and interpretation of policies within the limits set up by administration. (29). That view was supported by Hicks who described the functions of managers as including "creating, planning, organising, motivating, communicating, and controlling to accomplish organisational objectives." (30). Others have claimed that administration includes both the activity of "deciding" and of "doing" and that "a general theory of administration must include principles of organisation that will insure correct decision making, just as it must include principles that will insure effective action." (31). In that view, **administration** is an all embracing term covering both policy determination and policy implementation. In yet another view **management** is seen as the all embracing term whose functions include "setting aims, deciding between alternatives, controlling operations and evaluating performance." (32).

The same writers suggested that the management function within institutions of higher education may be thought of "in terms of the functions of Government and Administration." (33). In that view, government might be considered to **determine** policy whilst administration **carries out** policy. By suggesting that their project could have been called "Government and Administration" or "University Governance" those writers lent support to the author's view that governance is a global term incorporating the three functions of deciding, doing and evaluating. (34).

It will be noted that the viewpoints on administration and management can only be understood in terms of the **functions** that the various writers ascribe to those terms. Thus it is suggested that the terms be avoided where possible. In preference, the **function** being discussed should be described in terms of policy determination, policy implementation and policy reviewing. In that terminology, policy determination and decision making may be equated. Further, because of the nature of an institution of higher learning, all three functions may take place at all levels in the organisation.

In these terms, governance at the institutional level is basically concerned with the ways in which institutions of higher learning take decisions, control their implementation, and assess their effectiveness.

CONCLUSIONS

Whilst a first definition of governance as the structures and processes of decision making is acceptable, the term is more global than that definition may imply.

In operational terms, governance includes the functions of policy determination, policy implementation, and policy evaluation along with the associated structures and processes. It is concerned with the ways in which decisions are taken, implemented, and reviewed and thus includes questions of authority, responsibility and participation.

Governance is concerned with the whole system but may be applied at different levels within the system.

Governance is concerned with people and their activities. In the context of higher education, governance should recognise and account for the interrelatedness of aims, activities, personnel, structures and processes.

The basic purposes of educating students, advancing human learning, and providing public service impose a unique character and complexity on higher education which should be recognised in any consideration of governance.

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12. THE ORGANISATION OF TERTIARY EDUCATION IN AUSTRALIA

T. M. Sabine

There is real confusion about the roles of the two (soon to be three) sectors of tertiary education in Australia. In this paper an attempt is made to identify the reasons for this confusion and to make some suggestions for rebuilding the system.

The State university system was established well before Federation. It was based on the Scottish system rather than the English and without honours degrees or PhD's. Faculties representing the various accepted professions of the nineteenth century were created to maintain the supply of vocationally trained people. Non-vocational arts and science faculties were added to make up the deficiences in a purely vocational education system. Very little research was done and most aspirants for higher degrees went overseas.

This pattern lasted until the 1950's when it was realised that research was an essential part of tertiary education and honours and PhD degrees were awarded. Concurrently with this the academic requirements for entry into academic and Australian Government research positions was raised.

Following the Murray report in the late 50's new universities were planned and it was clearly understood that research would be a major activity. In many faculties research students appeared

well in advance of undergraduates. In one case only (University of N.S.W.) was a new university created by upgrading a technical college and that university still bears the scars. At this stage there were mutterings about "poor students" and "falling standards" but as there was accommodation for only the top few percent. of school leavers, the fail rates did not become unacceptably high and the equality of degrees between old and new institutions was maintained.

The impetus of the Murray report appears to continue with new universities opening up every few years.

For reasons which are obscure social planners were not content with the expanding university system but wished to upgrade the existing technical college system.

Following the Martin report and the Wark report of the early 60's colleges of advanced education were created from existing technical institutions. These were supposed to be "equal to but different from universities" and, in the spirit of the times, to be "vocational" and to cater for "the needs of industry." They were to concentrate on teaching and to do little or no research. They were a throwback to the university system of the 30's and this is reflected in the nomenclature eventually adopted for degrees. There were no honours degrees and no PhD's.

Immediately there was chaos. First, only lip service was given to the vocational ideal. The traditional professional schools remained within the university system and no medical, dental or veterinary science faculty has ever been established at a CAE. With a few exceptions (e.g. Law at NSWIT) they have been restricted to engineering, science, and para-professional courses, e.g. medical technology.

Secondly the equal but different philosophy was applied to the extent that university and CAE salaries were equivalent. This, coupled with the shortage of jobs for highly trained people becoming evident in the late 60's, meant that very many PhD graduates entered the CAE system. These people, who knew the value of research both in teaching and in their own development, were stifled by the anti-research attitude which prevailed. This attitude probably was due as much to the fear of research among the senior staff who were mainly from the technical college system, as to a directive from the controlling bodies.

Thirdly the universities did not accept any limitations of their role. They started any course for which there appeared to be a need and being much less constrained by State bodies could be

much more flexible. The brochures of the newer universities are remarkably similar to the early CAE documents with emphasis on relevance, community need, liaison with industry, etc.

Fourthly, the operation of social pressures produced strains. In terms of social status, student amenities, quality of campus etc. the colleges were markedly inferior. At the same time because of the vocational commitment it was essential that the courses be of a standard acceptable to professional bodies. While the colleges catered for part-time students, who could not afford university education, students of reasonable quality entered the system and fail rates were acceptable.

The introduction of free tertiary education for all who can find a place plus a generous living allowance scheme has radically altered the part-time education pattern. Inevitably fewer and fewer students will use this route.

Vocational CAE's such as NSWIT now face enormous problems. The three metropolitan universities (soon to be increased to four) have very much superior student facilities as well as the cachet of being a university.

There is no shortage of places for students wishing to enter science or engineering so that NSWIT will, in these faculties at least receive poor quality students (activities like sandwich schemes constitute a minor perturbation but their viability is debatable).

To maintain standards failure rates of 50% and higher must be acceptable. There is no **a priori** reason for not accepting this. Entrance standards are low because the high school filtering system is poor, however the effect on the students must be considered.

There are several methods of rationalisation:

(i) "Promote" selected CAE's to University status. This follows the English pattern. Implicit in this is the assumption that all CAE's are inferior to all universities and it will put continuous pressure on unpromoted CAE's to be in the next round.

(ii) Allow CAE's to fulfil their vocational role. This requires restricting new universities to Arts and Science faculties and building up professional courses at CAE's. This is a desirable solution but impossible to implement.

(iii) Accept the fact that there will be classes of degrees on the pattern in the USA and group the better universities and CAE's into an "Ivy League". This could be done, and may

well be done by social pressure. Any attempt to impose such a grouping from above would involve an enormous number of people in a fruitless expenditure of an enormous amount of energy.

(iv) Abolish the CAE system. This is by far the most attractive alternative. The names of institutions i.e. Institute of Technology, College of Technology, Agricultural College, Teachers College, Community College could remain. The generic term would be "University". No longer would graduates face the problem of how to answer the question "What university did you graduate from?" "Well, actually I was not at university but . . ." In the USA the generic term is "college" and no particular social stigma attaches to a name.

Any sort of rationalisation whether by imposition from above, or laissez faire operation of community pressure will be hindered by the existence of separate Commissions. There should be a Tertiary Education Commission and each Institution should be free to find its own level within the degree of autonomy enjoyed by universities at present. Artificial constraints, such as a restricted range of degree titles, must disappear.

13. GOVERNANCE IN A SMALL MONO-DISCIPLINE COLLEGE

R. Burnet

Introduction

1. The problems of the small mono-discipline college are atypical. It may be that a council conforming to the generally accepted pattern is not the most appropriate for such a college.

A broad representation

2. A majority of college councils exhibit the following characteristics with regard to composition:

   (a) the principal, dean, or director is an ex-officio member of the governing body;

   (b) academic staff and student representation is effected by the election of one or more of their number;

   (c) persons with special interests in education are included;

   (d) representation of profession, industry and commerce is effected through appointment or co-option;

   (e) terms of office for appointed or elected persons are usually three or four years and for students one year;

(f) some special appointments are made.

Functions and responsibilities of councils

3. The aim must be to establish a council, the membership of which enables it to best discharge the functions and responsibilities of the council.

4. The powers of governing bodies have been eroded by the making of decisions at central government level, the rationale being that such decisions are in the interests of equity, economy, efficiency and administrative simplicity. Accordingly, policies and procedures which formerly were determined by council, or by council on the recommendation of an expert advisory committee or administrator, are now largely formulated by officials or groups of officials located in government bureaux. This is especially so of matters such as terms and conditions of appointment and employment of staff, the level of staff establishment, priorities in building programmes, standards of staff and student accommodation, conditions governing the award of degrees, accounting classifications and systems, salary and wage levels, and associated issues. Governing bodies may only make decisions which marginally influence their own destinies. They can no longer bluntly ignore the government agencies for fear that their funds allocation will suffer. Frequently, it is less costly to accept the centralist decision than spend scarce expert administrative resources on varying or rebutting it.

5. Due to the growth in the scale of operations, the greater accountability and the increased complexity of almost any tertiary education institution, the real power, though not the responsibility, of governing bodies has been further eroded as it has been necessary to employ highly qualified and professional administrators. Functions have of necessity been delegated to such officers.

6. What functions does this leave councils to perform? They do not have an audit function except to ensure a just internal allocation of funds. There are inbuilt safeguards and checks to ensure money is not misused or mis-spent. They have no need to fight strenuous battles over conditions of service and salaries; these are largely pre-determined by governments and/or unions. They are not competent to assess academic standards or proposed new developments; far more stringent investigations are carried out by independent academic panels.

7. Does this leave any functions at all? It does! But they are not easily quantifiable ones. They are — promoting standards of excellence; securing self-help in order to achieve some independence of action; maintaining professional liaisons; establishing and maintaining political/governmental liaisons which become ever more important; objectively reviewing the internal balance of power within an institution and the internal allocation of resources; conducting a continual review of both community needs and the way in which the institution might satisfy such needs; periodically giving thought to how the institution might develop, given its present resources or those resources which it might command should its proposed development be considered by others worthy of encouragement; jealously preserving the right of academic freedom of speech and action; and appointing the institution's most senior officers to whom necessity dictates they must delegate many functions and powers.

The potential return from a broadly based council

8. The promotion of academic excellence requires firstly that academic excellence be recognised and secondly that, once recognised, it be promoted. It may be that an objective assessment of academic standards can only be undertaken by leading academics outside the environment of the college. Such persons are also more likely to recognise development opportunities which may appear to be outside the college's immediate area of expertise.

9. The inclusion on a council of one or more industrialists/financiers may provide advice and expertise in the important areas of self-help (including fund raising), relations with political/governmental bodies, and assessing community needs. Naturally such persons would need to have a special interest in education.

10. It is felt that a continual review of the organisation, the internal balance of power, and the allocation of resources will be facilitated by the inclusion of the Dean, a member of the academic staff and a representative of the student association. It would seem somewhat paradoxical for any council to claim to protect academic freedom of speech and action while denying staff and student representation on council.

11. Since tertiary education institutions utilise as their basic resource public funds, it can be argued that any council

must not only be accountable in fact, but also be seen to be accountable.

The possible costs of a large broadly based council in a small mono-discipline college

12. One would expect that participation in the government of a dynamic complex such as a tertiary education institution would lead to an interest in educational policy, techniques and developments. Unfortunately, there are many such governing bodies where wide participation merely leads to rigidities in the administrative system. These rigidities are partly caused by the rules by which such institutions are governed. If these rules are accompanied by status-conscious and slow-moving committee structures, the enterprising council or academic body will only be frustrated and eventually demoralised.

13. The very size and composition of the typical council may reduce the ability of the small college to maximise its return on its limited resources in the ways outlined in paragraph 14.

The potential return from an atypical council

14. There are sound reasons why a closely knit governing unit of a mono-discipline college may prove as successful as its diversified counterpart in a multi-discipline college. Firstly it is operating in what is still basically a small college environment in which enthusiasm may provide the necessary impetus to overcome apparent obstacles. Secondly it is unidirectional as it espouses one cause and may present a unified front. Having chosen a successful path of development it will unilaterally pursue it. Thirdly if a new and imaginative idea is accepted action may be quickly taken to realise a concept. In larger more representative democratic bodies initiative is too often diffused and attenuated. Fourthly it is to be hoped that a council of a small college will not find it necessary to develop as complex a committee system as in larger organisations. Finally personal relationships and interests may be fostered in a small mono-discipline situation, where its larger counterpart tends to breed impersonality, isolation, a lack of understanding, and ultimately the child of such an atmosphere, hostility.

The possible costs of an atypical council

15. The narrowly based council may lack perspective; it may

suffer from intellectual stagnation; and, it may be oversensitive to the lowest common denominator, especially commercial interests or inbred conservatism. It may lack flexibility due to a failure to recognise opportunities. If it does not possess the stimuli of other types of representation, it may well be indifferent to innovation, experimentation or change, and therefore incapable of initiating improvement in the institution it governs.

Performance; the major criteria?

16. A council's performance should not be judged by numbers of students, the size of recurrent funds, the extent of its real estate, the library book stock, or the number of active committees it cradles. Real educative efficiency is assayed by comparative quality as well as quantity; by the reputation, quality and acceptability of its graduates; by the extent that any research undertaken aids the advancement of knowledge; by the effectiveness and economy of use of funds; by how intensively capacity is utilised; by the comparative number of books read; and by the initiatives and intellectual power of its committees. It is the positive good that is got out of resources which matters.

17. When any change in the constitution of a college council is contemplated, it is necessary to ask whether the proposed change will in fact improve the performance of the council and therefore be to the benefit of the institution and the community. In other words, is one likely by the change to increase the return on investment in real terms?

14. THE GOVERNANCE OF ADVANCED EDUCATION: NATIONAL PLANNING AND THE POTENTIAL POWER OF THE COMMONWEALTH

Paula V. Wilkes and P. R. Chippendale

"Let us therefore be clear from the outset that it is the States which have the responsibility for the 'control and direction' of the colleges, and there will be diversification in the way the States interpret this responsibility and implement it." (1). This statement was made by the Honourable Nigel Bowen, Federal Minister for Education and Science, addressing the first Conference of the Federation of Staff Associations of the Australian Colleges of Advanced Education in 1970.

In responding to the Honourable Nigel Bowen's address, Mr. R. E. Parry, Registrar of the State body responsible for the co-ordination of the largest group of colleges in the Commonwealth, remarked that:

> The whole of our discussion on direction and control in the C.A.E.'s is likely to be fruitless unless we remember that, although the responsibility for policy-making in education at all levels remains with the sovereign States, their lack of effective autonomy in financial matters has

> resulted in increasingly large-scale Commonwealth involvement in the financial support of educational services.
>
> One would be naive to expect that this process is likely to be reversed. Indeed, one can see only its acceleration, and future analysis of the policies which dictate the direction and control of tertiary education, at least, will become more and more complex unless some dramatic act of statesmanship leads to modification of the constitutional responsibilities of the Commonwealth and the States. (2).

These viewpoints expressed by the Federal Minister on the one hand, and the Registrar of the State body responsible for the co-ordination of the largest group of colleges in the Commonwealth on the other, indicate that, at least initially, there was substantial agreement between Commonwealth and State authorities that the States quite rightly possessed the responsibility for the control and direction of policy-making in advanced education in Australia. Yet, as Mr. Parry pointed out, the States lacked autonomy in financial control of education, and he predicted that in tertiary education the financial power of the Commonwealth would surely increase.

Four years later, addressing a similar conference, Mr. Parry was able to say that his prediction,

> about increasing involvement of the Commonwealth in the funding of higher education has certainly proved to be accurate, but, despite the vast improvement that has followed the cessation of the matched-funding arrangement between the Commonwealth and the States, the essential fact remains that our college system is still being developed within a constitutional framework which is explicitly federal in nature, (3)

and he added:

> I see no reason to avoid facing realistically the fact that any rational planning we might wish to bring about in our own college area in the foreseeable future must be done in the old familiar way — by serving two masters. We should not under-estimate the limitation which will be imposed on really rational planning by virtue of this inescapable fact. (4).

Through sections 96, 81 and 51 of the Australian Constitution, the Commonwealth has the potential to exercise far-reaching powers in relation to tertiary education. The framers of the Con-

stitution conferred potential financial power in education upon the Commonwealth under section 96 which states:

During a period of ten years after the establishment of the Commonwealth and thereafter until the Parliament otherwise provides, the Parliament may grant financial assistance to any State on such terms and conditions as the Parliament sees fit. (5).

Section 81 of the Constitution broadly interpreted provides the Commonwealth with a more direct power in education. Section 81 states:

> All revenues or moneys raised or received by the Executive Government of the Commonwealth shall form one Consolidated Revenue Fund, to be appropriated for the purposes of the Commonwealth in the manner and subject to the charges and liabilities imposed by this Constitution. (6).

Section 81, known as the Appropriation Power, empowered the Federal Parliament to appropriate money "for the purposes of the Commonwealth." Section 81 could be, and was interpreted, in a broad or narrow sense. If interpreted broadly, as it was in the introduction of the Commonwealth Government's war-time university scholarship scheme in 1943, section 81 could be invoked in respect of any matter which might be a purpose of the Commonwealth. Such an interpretation enhances the direct power of the Commonwealth in education. In 1945, however, the High Court, in the Pharmaceutical Benefits Case, interpreted section 81 more stringently. In the judgement of the Court the use of section 81 was restricted to the purposes of the Commonwealth found in the Constitution. Education was not a purpose of the Commonwealth to be found in the Constitution.

The Commonwealth Government therefore required further constitutional power to place beyond challenge its existing and anticipated social services and to secure direct Commonwealth jurisdiction over its educational and quasi-educational programmes. The Labor Government of the day acquired such power by dint of the 1946 Social Services Amendment and the insertion of the "benefits to students" power. This amendment reads as follows:

> The Parliament shall, subject to this Constitution, have power to make laws for the peace, order and good government of the Commonwealth with respect to —
>
> XXIIIA the provision of maternity allowances, widows' pensions, child endowment, unemployment, pharmaceutical, sickness and hospital benefits, medical and dental services

> (but not so as to authorise any form of civil conscription), benefits to students and family allowances. (7).

Twelve years after the amendment was carried, the purpose of the "benefits to students" part of the social services amendment was underlined in the Parliament by Dr. H. V. Evatt, the Attorney-General who had drafted the amendment. As Dr. Evatt put it:

> The whole purpose of the Constitutional Amendment was to give the Parliament power, as the occasion demanded, to make provision by legislation for benefits to students — in other words, to make educational grants, this Parliament being responsible for them. It is not therefore, a question of divided legislative power and responsibility; direct power and responsibility reside in this Parliament . . . (8).

Observations made about placitum XXIIIA of section 51 by the High Court judges during the Second Pharmaceutical Benefits Case of 1949, or the B.M.A. Case as it is sometimes called, confirmed Evatt's view that the "benefits to students" power was not limited, and that direct power and responsibility in relation to "benefits to students" resided with the Commonwealth Parliament. Mr. Justice Dixon, for example, in underlining the breadth of interpretation and scope for Commonwealth initiative contained in section 51 (XXIIIA) quoted Mr. Justice O'Connor's dictum in the High Court of 1909:

> It is a fundamental principle of the Constitution that everything necessary to the exercise of power is included in the grant of that power. Everything necessary to the effective exercise of a power of legislation must, therefore, be taken to be confirmed by the Constitution with that power. (9).

Thus it would seem that while the Constitution makes no direct reference to Commonwealth power in education, the "benefits to students" power confers upon the Commonwealth power in education in general. According to P. D. Tannock and I. K. Birch:

> Judicial interpretation to this point in time indicates that the Commonwealth has power under the "benefits to students" clause to make every provision for students. From the breadth of interpretation suggested in the B.M.A. Case, and having regard to the interpretation trends of the present Court, there is little doubt that the Commonwealth has a head of power by which it could virtually control education in Australia. Should it enact laws to do this,

Latham's observation in the B.M.A. Case is pertinent. '. . . if the Commonwealth is an Act which falls within the terms of S.51 (XXIIIA) of the Constitution, any State law which is inconsistent with it is subordinate to it, and the Commonwealth law prevails: Constitution, S.109.' (10).

While it appears that the Commonwealth possesses "a head of power by which it could virtually control education in Australia" there remains in legislation a division of power between the Commonwealth and the States. The State legislation relating to colleges of advanced education in Queensland, for example, establishes a Board of Advanced Education as body corporate with the following functions and powers:

(a) to make reports and recommendations to the Minister, either of its own motion or at the request of the Minister, with respect to —

  (i) developments in the field of advanced education to meet the needs of the State of Queensland;

  (ii) programs for capital and recurrent expenditure submitted by Councils of colleges of advanced education;

  (iii) expenditure on capital projects;

  (iv) salaries payable to the staff of colleges of advanced education and conditions of employment;

(b) to confer and collaborate with the Australian Commission on Advanced Education, the Board of Teacher Education or any other statutory body on such matters as are within the functions and powers of the Board of Advanced Education;

(c) to appoint committees to advise on fields of advanced education concerning which no statutory body has been constituted under this Act and such other committees as it thinks fit to advise it in connexion with the performance of its functions and the exercise of its powers under this Act;

(d) to exercise a co-ordinating function with respect to fields of study in colleges of advanced education;

(e) to be the accrediting authority for awards conferred by colleges of advanced education;

(f) to approve annual budgets and plans, specifications and acceptance of tenders for capital projects submitted by Councils of colleges of advanced education;

(g) to approve the scale of fees to be charged by colleges of advanced education in connexion with enrolments in classes or courses, save in connexion with enrolments in those classes or courses in respect of which the Board determines, having regard to the nature and duration thereof and any other matters it considers relevant thereto, that its approval is not necessary or in connexion with examinations, the conferring of awards or other services, such other services as the Board may from time to time determine.

(h) to foster research into matters relevant to the development and improvement of advanced education by such means as it thinks fit, including the making of recommendations for the provision of scholarships, fellowships and financial assistance to institutions conducting or proposing to conduct research into any such matters;

(i) to appoint staff as necessary to fulfil the Board's functions;

(j) to perform any additional functions prescribed by the Governor-in-Council;

(k) to furnish to the Minister as soon as practicable, but not more than three months after the thirty-first day of December in each year, a report of its work and activities during the year.

2. The Board shall have and may exercise such powers and authorities as are incidental to the proper discharge by it of any of its functions under this Act, or as the Governor-in-Council from time to time prescribes by Order in Council.

3. In the performance of its functions and the exercise of its powers under this Act, the Board shall have regard to the needs of the State and the recommendations made by Councils of colleges of advanced education and its advisory committees. (11).

The Commonwealth legislation relating to advanced education establishes a Commission on Advanced Education whose functions are:

to furnish information and advice to the Minister on matters in connexion with the grant by the Commonwealth of financial assistance to institutions in a Territory providing advanced education and of financial assistance to the States in relation to institutions providing advanced education, including information and advice relevant to —

(a) the necessity for financial assistance and the conditions upon which any financial assistance should be granted; and

(b) the amount and allocation of financial assistance. (12).

In Commonwealth legislation the Commission on Advanced Education Act is complemented by the States Grants (Advanced Education) Act 1972-1974 under which the Commonwealth makes grants to the States on the terms and conditions of the Commonwealth for the purposes of advanced education in the States. The exercise of Commonwealth power in accordance with the foregoing legislation provides the framework within which the State powers operate. The problem which now confronts policy-makers and administrators in advanced education is the rationalisation of the existing powers, both Federal and State, for the purpose of promoting "a balanced development of advanced education." (13). Such development should provide for the recognition of a wide range of needs at State levels whilst also allowing for the judicious exercise of Commonwealth powers in response to these needs. Ideally, close collaboration should take place between the Commonwealth Commission and the State authority with the latter transmitting its knowledge of a State's particular needs to the Commission, which is then in a position to shape national policies having due regard for State requirements.

Whilst balanced development remains the ideal, to date it apparently has not been effected. Certainly from the viewpoint of the present Chairman of the Australian Commission on Advanced Education, this balance is difficult to obtain in view of the diverse requirements of the individual institutions of higher education. This dilemma has been described as one of "trying to impose maximum rationalisation upon as diverse a collection of highly particularised needs as can be imagined." (14).

Moreover, in the view of the Deputy Vice-President of the State authority responsible for the co-ordination of so many colleges in Victoria, such a balance has not yet been achieved. Mr. R. E. Parry, Deputy Vice-President of the Victoria Institute of Colleges, recently stated:

> I hope that I do not sound too sanctimonious when I say that the absence of well-documented policies . . . has created from time to time an impression in the State boards and colleges of considerable 'ad hocery' in Commission decisions on particular issues.
>
> In their own often inadequate ways, the State boards have sought to produce policy material against which their colleges might expect the boards' particular decisions to be tested. I feel that the time has come when such work as has been done can be taken further, in the national context.
>
> I know that there are many of us who would welcome a move by the Commission, for example, to convene working parties representative of State boards and colleges to draft policy material for wide circulation and comment prior to final adoption as national guidelines. (15).

Whilst Parry suggests that joint Commonwealth-State working parties may solve the problem by drafting policies for final adoption as national guidelines, such a solution seems likely to fail in the context of the over-riding financial powers of the Commonwealth and the long-standing and obviously increasing antagonism between the Commonwealth and States in the Australian system of government.

It is already the case that the Commonwealth Government is the government of finance and decision in tertiary education. The reality is that rational planning is ultimately national planning by the national government. Should the Commonwealth exercise its "head of power" to control and direct tertiary education in Australia?

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SOME QUESTIONS, SOME REACTIONS AND SOME COMMENTS

L. J. Barker

SOME QUESTIONS

Arising from the papers presented at the Conference, and the proposal for change, were three basic propositions. They were:

(i) That the planning and co-ordination of the various forms of post-secondary education in Australia be the responsibility of a single Federal post-secondary education Commission acting in close co-operation with corresponding bodies in the States and Territories.

(ii) That the States give consideration to the introduction of uniform legislation to effect the establishment of a single co-ordinating authority for post-secondary education in each State.

(iii) That the Australian Government and the States each establish an Advisory Council on the lines of the South Australian Council for Research and Planning in post-secondary education.

SOME REACTIONS

These propositions were discussed by the Conference participants in syndicate sessions.

The first proposition found support with some reservations, particularly the concept of a single Federal Commission. Some of the syndicate group comments were:

(i) Universities should be included in any co-ordination of tertiary education. Without knowledge of existing courses and course proposals in Universities, any co-ordinating body or bodies cannot work effectively. The co-ordinating body should have general control over areas of academic development in Universities and Colleges but not the detailed authority to approve courses now held by the Commission on Advanced Education.

While accepting the concept of one co-ordinating authority the group felt that change at this time may be to the disadvantage of the Colleges.

(ii) In any scheme of co-ordination the power of the Australian

Minister for Education should be recognised. Co-ordinating committee's report cannot be expected to be wide of Government policy nor greatly different from the financial support indicated by Treasury.

(iii) A single statutory Commission would be preferable to a section of the Commonwealth Department of Science and/or Education for the following reasons:

(a) The Commission would have direct access to the Government and/or the public, through reports and publications.

(b) Government Departments may only make recommendations which they know would be acceptable to the Minister.

The single Commission should not be set up immediately because of the possibility of the smaller elements being completely dominated by the University element.

(iv) It is possibly too early to introduce a single post-secondary education Commission. It might be more suitable in one or two triennia hence. The Colleges still need a special Commission, especially in the current phase of expansion and re-organisation. Without a separate and specialist Commission the Colleges could lose some of the special consideration given to them currently. The advantages of a single tertiary Commission can be appreciated, especially in the long term. One disadvantage could be the problem that a single Commission might be too easily run by Treasury demands rather than by educational need.

(v) The group found, taking a long term view, value in a single Commonwealth Commission for the three aspects of tertiary education. For the short term, it felt that the three Commissions should be retained with a continuation and extension of consultation taking place between them. It was also suggested that perhaps there should be some means of publicly showing how this consultation takes place.
The group also suggested that before any consolidation is implemented, there should be an exhaustive enquiry into the whole matter of the management of post-secondary education.

(vi) There was a recognition that the present State and Federal co-ordinating agents were effective only at lower levels of co-ordination; at the important policy level political considerations took precedence often at the expense of rational-

ity and co-ordination. It was realised that this was part of the price for a democratic society though it was believed that single bodies at Federal and State levels had better chances of influencing politicians than dual organisations.

(vii) The group accepted the general framework of the model put forward and proceeded to examine structures and functions. The Federal Commission was seen as providing general guidelines and the statement of broad priorities. Its concern would be only with national policies as such and not with detailed administrative aspects. For support it would need an organisation functioning along the lines of a Priority Reviews Committee. Funds and allocations would be by way of block grants not ear-marked in detail. Membership would consist of a core of experts together with representation from the State Commissions to ensure continuity and the avoidance of overlap of function.

The second proposition did not receive the same degree of attention, although perhaps it was the most important of the three. Some of the major points arising from the discussion were:

(i) At the State level the group strongly recommended that there be one statutory body to co-ordinate the development of all post-secondary education. There was one person who resisted this suggestion, as he said it would lead to even more domination being felt by Colleges than now. It was also felt that although it would be highly desirable for States to approach their co-ordinating functions with greater uniformity between States, it would only be achieved through co-operation and consultation between the various State Boards or similar authorities.

(ii) It would appear to be a great advantage to have uniform guidelines and procedures for the States, rather than uniform legislation (it could end up as uniform bad legislation). States do want to retain their individual responsibilities to meet individual needs, which could, and are, different between the States. However, some uniformity, rather than the present situation, would certainly be desirable at the State level.

(iii) At the State level it was proposed that a two-tier structure be set up, of series of separate sub-units, but statutory bodies, specifically concerned with each branch of post-secondary education would also provide the membership for a central co-ordinating and policy body. This central body would be the major planner and co-ordinator of academic activities

and would also be concerned with resource allocation, accreditation, etc. It would need the support of a research and development team concerned with providing detailed information necessary for the functioning of the State policy body. It was believed, also, that in addition to the above two groupings some other grouping according to regions would lead to some meaningful co-ordination.

The third proposition received the greatest level of acceptance. In general, Conference members were concerned that the need for objective, well researched information should be available to all authorities concerned with policy development and co-ordination.

Some of the comments made during discussion were:

(i) Research and Planning Councils should be free from political constraints and other vested interests. Publication of reports would provide occasional, i.e. less than three years, information on the tertiary education scene.

The group recognised that conflict between the opinion and priorities of work between the Research and Planning Councils and the Education Commissions can arise and that Education Ministers could use Research and Planning Councils as a delaying mechanism.

(ii) State and National Planning Councils should be established, but only when competent trained staff is available. (Perhaps one CAE should run a course to provide these staff).

(iii) Federal and State action to establish councils for research and planning should be encouraged. They should, where possible, co-operate. The one vital point that comes from conferences and other contact between colleges is that we must know more of our destiny. The presentation of College Profiles by the Commission could be a point to start the research and planning.

(iv) It was agreed that research and planning were proper activities of the post-secondary Commission and that a separate body was not necessary.

SOME COMMENTS

In the light of events since the Conference, the first proposition has proved to be an academic exercise. The decision taken recently by the Australian Government to amalgamate the Australian Universities Commission and the Commission on Advanced Educa-

tion was unexpected by many, and in the light of discussion will no doubt lead to a degree of apprehension within the Colleges.

It would seem that the major lessons to be learned from the papers presented and the general discussions are that the Colleges must improve: improve educationally, administratively and politically.

The Colleges and the Government agencies associated with them have remained obsessed with the vocationalism of the Martin Commission, although as Morrison commented when discussing the report (page 124):

> "The implication was clearly that the Colleges were lesser institutions . . ."

The Colleges must shake free from the history of the binary system and embrace the concept of excellence. Not in the traditional sense but in the sense that a potential for excellence exists at all levels of educational endeavour. An institution that does in an outstanding manner these things it claims to do, is indeed excellent. If this is achieved much of the confusion over "role" will disappear.

Perhaps as Sabine (page 185) argues, an important first step would be to establish a generic term to cover the whole spectrum of tertiary education in Australia. Individual institution names would then be titles of convenience rather than of description, or as some might say prescription.

Administratively the Colleges must strengthen their procedures and information systems both to improve their internal governance and to make possible a true and rapid response to demands to accountability.

The Colleges are political babes in the wood. It must be recognised that tertiary education operates within a political framework (or perhaps a political straight jacket). But frameworks are the boundaries within which College operations must be set, they are not the operations themselves. They affect the educational process, but in the final analysis they are peripheral to it. It is in the individual Colleges that success will be achieved.

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